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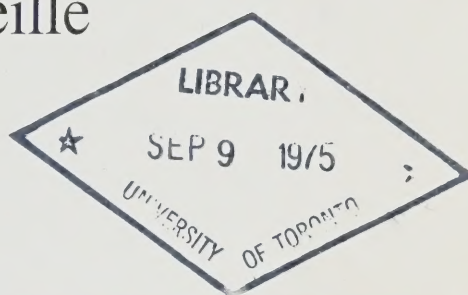
Government  
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# Profile: Winnipeg

The political and administrative  
structures of the metropolitan  
region of Winnipeg

no. 9

André Bernard  
Jacques Léveillé  
Guy Lord



CANADA

Ministry of State

Ministère d'État

Urban Affairs  
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The political and administrative structures of  
the metropolitan region of Winnipeg

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July 1975

The views expressed are those of the authors and do not necessarily represent those of the Ministry of State for Urban Affairs.

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P.C., M.P.  
Minister of State  
for Urban Affairs

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Winnipeg, ranging from the structure of local and regional governments to the composition of political and administrative agencies.


Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier  
Assistant Secretary



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## Abstract

Unicity, Winnipeg's unique system of urban government, was adopted after 20 years of extensive study and experimentation with various types of metropolitan government.

Under this new style of government, 12 municipalities, including the City of Winnipeg, were officially regrouped on January 1, 1972.

The complex political structure of Unicity comprises a mayor elected by popular vote, a municipal council of 50 chosen by electoral district and assisted in its work by four permanent committees, and 12 Community Committees. The Board of Commissioners, through its direction and coordination of administrative function in some 20 departments, plays an important part in the equally complex administrative structure which supports Unicity.

The Community Committees, together with Residents' Advisory Groups, are significant aspects of the Unicity system. Aimed at giving member municipalities a stronger voice in local affairs, these organizations play a major role in urban planning decisions.





## Acknowledgements

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## Introduction

On January 1st, 1972, a unique form of government for a major Canadian city came into legal existence in Winnipeg. The legislation which gave birth to this new government replaced the previous municipal system made up of 12 municipalities and a Metropolitan Corporation with a single unified city government which has exclusive municipal jurisdiction over many major activities in the Greater Winnipeg area.

Our monograph will first describe the major elements of the political and administrative apparatus of Winnipeg's new system of government which is currently identified as "The Unicity experiment". The second part of our report will focus on the political and administrative bodies, which are responsible for the formulation and the implementation of programs and policies that have to do with urban development. We will then enlarge our study in order to examine the political and administrative institutions which, at the provincial and federal levels, are actively intervening in Winnipeg's urban development.



# I The political and administrative structures of the metropolitan region of Winnipeg

## The City of Winnipeg

### 1 General presentation

#### 1.1 Incorporation

The new city of Winnipeg came into being on January 1st, 1972. The law governing the new system of government had been adopted by the provincial legislature on July 27, 1971 (1). The principles which inspired the wording of the Winnipeg Act had been laid down by a Commission of experts. Its report was entitled "Urban reorganization in the Greater Winnipeg Area" (2). The recommendations of the Commission have been synthesized in a provincial white paper (3).

#### 1.2 Population

The population involved in the reorganization was unevenly distributed among 12 municipalities which now make up Unicity (see Table 1).

The general trend of population growth in metropolitan areas, that is demographic stagnation or decline of the central city as compared with demographic increase or even explosion in outlying municipalities, was also observed in the Winnipeg region:

Between 1941 and 1956 the city of Winnipeg grew by about 14%, Charleswood in the same period grew by about 111%, Fort Garry by 140%, St-James by 74%, Assiniboia by 67%, West Kildonan by 113%.

During the ten years between 1956 and 1966 the central city grew by less than 1%, and actually declined by more than 3% during the last five years of that period. The suburbs, however, continued to flourish.... (4)

The total number of people involved in the reshuffling of Winnipeg's territory is 548,573 (1971).

---

(1) City of Winnipeg Act, 1971 Statutes of Manitoba, chap. 105.

(2) Local Government boundaries Commission, Provisional plan for local government units in the Greater Winnipeg Area, Sept. 1970.

(3) Proposals for urban reorganization in the Greater Winnipeg Area.

(4) Downtown Winnipeg, April 1969, p. 6.



### 1.3 Area

The Unicity boundaries are described in part 1, section 4, subsection 1 of the Act. They take in 106,080 acres (see Table 1). The city is also responsible for an "additional zone" surrounding the city, which will be dealt with later. The whole territory is thus made up of the metropolitan area proper (218.4 square miles), and an "additional zone" of 436.20 square miles, for a grand total of 654.60 square miles under the jurisdiction of the Unicity structure (see Fig. 1).

### 1.4 Inter-municipal relations in the Winnipeg region

Winnipeg was incorporated in 1873. Up until 1902, it remained subject to the general municipal laws of the province. Winnipeg received its own charter in 1902. In 1880, a Provincial Act had partitioned the area surrounding the City of Winnipeg into three municipalities: Assiniboia, Kildonan, and St-Boniface. By 1925, ten suburban municipalities had developed around the cities of Winnipeg and St-Boniface. From that time on, various special districts and authorities were built to solve specific intermunicipal problems: by 1959, there were eleven intermunicipal Boards or Commissions, seven of which were of an area-wide nature (5).

In 1952, the Manitoba government appointed a Committee to investigate the relations between the municipalities and the provincial government. This Committee delegated to a sub-committee the responsibility of studying the distribution of services in the Greater Winnipeg area.

---

(5) Waddell, D., "The origins and development of Metro Winnipeg" in: Wichern, P.H., (Ed.), Background Papers on Winnipeg Government and Politics, Winnipeg, Department of Urban Affairs, 1973, pp. 23.

Table 1 Municipalities in the metropolitan Winnipeg area

Type of municipality	Name	Population		Area Square miles
		1969	1971	
Rural municipality	Charleswood *	8,838	11,300	36.7
	Fort Garry	22,934	26,730	26.8
	North Kildonan	14,175	17,599	9.3
	Old Kildonan	1,532	1,432	9.4
	East Kildonan	28,586	24,897	3.2
	St-Boniface	45,370	47,553	18.2
	St-James-Assiniboia *	66,710	71,762	41.8
	St-Vital *	31,101	32,789	22.6
	Transcona	21,135	22,385	9.4
	West Kildonan	23,277	23,962	2.8
	Winnipeg	249,886	259,946	30.7
	Tuxedo	3,100	3,218	7.5
	Total	516,644	548,573	218.4

Sources : Wichern, P.H., Background papers on Winnipeg government and politics  
Winnipeg, Department of Urban Affairs, 1973, p. 48a

Provisional plan for local government units in the Greater Winnipeg Area, p. 1

Winnipeg, Canada's third largest city, published by the City of Winnipeg

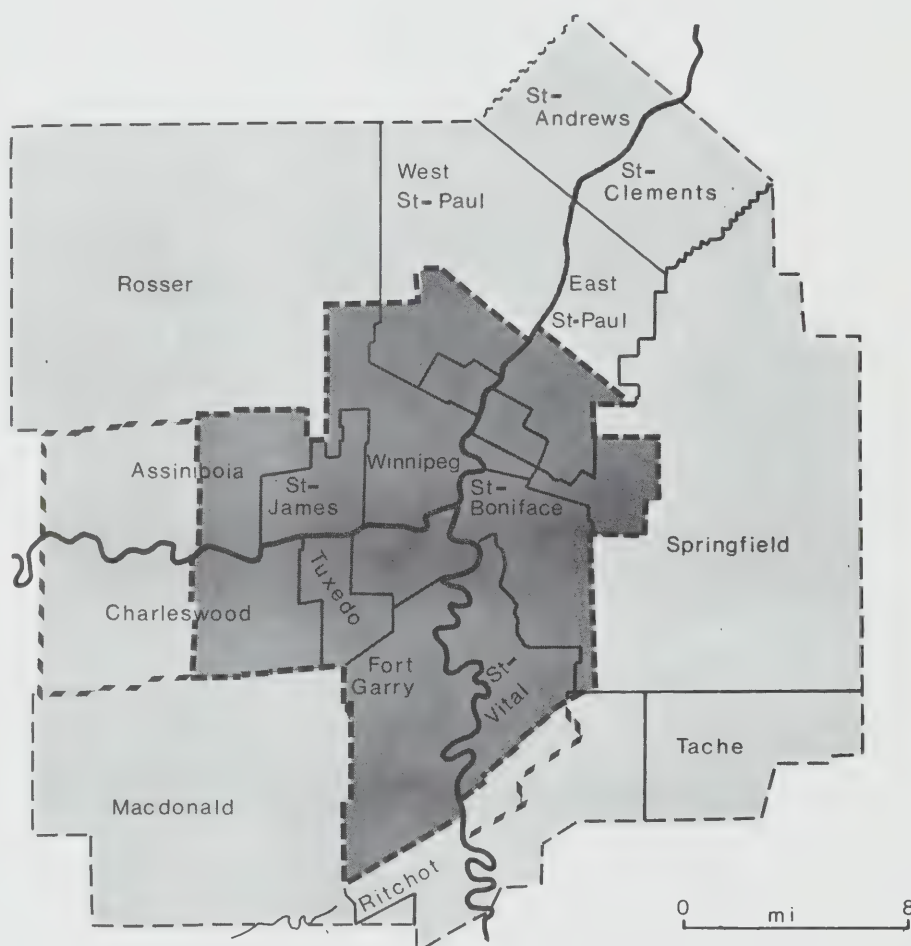
\* These municipalities extended beyond The Metropolitan Corporation boundaries.  
That is no longer the case under Unicity since the new structure of government exercises its  
jurisdictions on the whole territory of these three municipalities.

Figure 1

## UNICITY OF WINNIPEG

AND

## THE ADDITIONAL ZONE



- Area under former Metropolitan Corporation of Greater Winnipeg
- . - . - Additional areas included under Unicity
- Metropolitan Winnipeg additional zone



As a result of this study, the Committee recommended the establishment of

... a single Metropolitan Board which would supersede all existing metropolitan Boards or Commissions and be responsible for all the services which might in future be organised on a metropolitan basis (6).

The Committee also recommended the undertaking of further studies to determine the feasibility and desirability of partial or total amalgamation of local governments in the Greater Winnipeg area.

The Committee's recommendations were reviewed by a Metropolitan Exploratory Committee composed of representatives of the area municipalities. In 1955, the Metropolitan Exploratory Committee recommended to the Provincial government the establishment of a Commission to re-analyse the whole question of metropolitan Winnipeg.

In September 1955, the Province of Manitoba appointed a five member Commission, the Greater Winnipeg Investigating Commission, and gave them wide powers and broad terms of reference:

To make full inquiry - findings and recommendations - with respect to the whole field of relevant facts, matters, issues and legislation relating to the municipal, intermunicipal and public school government and administration of the cities of Winnipeg and St-Boniface and the existing or potential urban areas of any adjacent municipalities which in the opinion of the Commission have or may have certain interests and responsibilities in common with respect to municipal and public school government and administration ... (7).

The Commission reported to the Province in 1959, and the Metropolitan Corporation of Greater Winnipeg was instituted by an Act of the Provincial government in March 1960.

Plunkett (8) underlines four differences between the metropolitan government which had been proposed by the Commission and the one

---

(6) Manitoba Provincial - Municipal Committee Report, 1952, pp. 93 as reported in: Waddell, D., op. cit., pp. 23-24.

(7) Province of Manitoba, Report and Recommendations of the Greater Winnipeg Investigating Commission, Winnipeg, Queen's Printer, 1959 as reported in: Waddell, D., op. cit., p. 24.

(8) Plunkett, T.J., Urban Canada and its Government, Toronto, MacMillan of Canada, 1968, pp. 106.

that was finally established:

- a) the Commission had considered the need for revising the existing municipal boundaries...the incorporating legislation...left the boundaries of the existing municipalities untouched, (the second-tier structure was made up of 12 municipalities and the Metropolitan Corporation),
- b) the Commission had also suggested that only six members on the metropolitan council be directly elected...it is composed entirely of elected members, (the metropolitan council was composed of ten councillors representing ten divisions),
- c) the Commission had suggested that the metropolitan government assume a range of responsibilities somewhat wider than was finally provided for in the legislation (for instance, welfare, police and fire protection were excluded),
- d) and finally, it recommended that business and commercial taxes be levied directly by the metropolitan corporation rather than by the local municipalities" (that had been settled later).

Whatever the differences between the Commission's recommendations and the Metropolitan Winnipeg Act, the legislative Assembly gave to the Metropolitan Corporation of Greater Winnipeg responsibility over a relatively wide range of functions: metropolitan planning, assessment, arterial roads, transit, water, sewage disposal, major parks, flood protection, civil defence, river control, and mosquito abatement. In addition, the metropolitan corporation took over some functions formerly administered by the Greater Winnipeg Transit Commission, the Greater Winnipeg Sanitary District, and the Greater Winnipeg Water District.

Two Commissions reviewed the operations of the Metropolitan Corporation of Greater Winnipeg in the sixties: the Metropolitan Corporation of Greater Winnipeg Review Commission and the Local Government Boundaries Commission.

The Metropolitan Corporation of Greater Winnipeg Review Commission (the Comming Commission) undertook its study in 1963 (established on October 1962, it released its report on February 1964) and recommended only two major changes which were later acted on: the first one had to do with the business tax system and made the business

assessment subject to the same mill rate as real property; the second one dealt with the boundaries of the metropolitan corporation (9).

The Local Government Boundaries Commission was established in 1966. Its first priority, according to the terms of references set out in its legislation, was to consider education boundaries outside the Greater Winnipeg area. "It was not until the Spring of 1969 that the Commission was able to commence its study of the boundaries of all local government units existing in the Metropolitan Winnipeg area" (10). In addition to the boundary question, the Commission examined the total structure of local government in Metropolitan Winnipeg.

- 
- (9) Taken from Plunkett, T.J., op. cit., pp. 104-108.

At the time of its incorporation, "the metropolitan corporation had jurisdiction over an area of approximately 250 square miles which included all the local municipalities in the Greater Winnipeg area. It also had, initially, limited jurisdiction over an area beyond the established boundaries known as an 'additional zone'" (see Figure 1). Hence, "nine municipalities were wholly within the metropolitan area boundaries and ten were partly within".

"Following the Review Commission's recommendations, five basically rural municipalities (Macdonald, Rosser, East St. Paul, West St. Paul, and Springfield) were withdrawn from the metropolitan area, and two that had been partly within the metropolitan boundaries were now wholly excluded (Fort Garry and St-Vital), making eleven municipalities wholly and three partly within Metropolitan Winnipeg, now an area of 170 square miles."

"In January 1967, the Town of Brooklands was merged with the City of St. James, reducing the number of municipalities wholly within the metropolitan area to ten."

- (10) Local Government Boundaries Commission, Provisional Plan for Local Government Units in the Greater Winnipeg Area, September 1970.

In line with its criticisms of the 1960 legislative division on the composition of the Winnipeg metropolitan council (11) and of the recommendations made by the Greater Winnipeg Investigating Commission (12) and by the Metropolitan Review Commission (13), the Local Government Boundaries Commission came out with major recommendations on the representation of municipalities in the metropolitan council (14):

The Commission recommends the maintenance in the Metropolitan Winnipeg area of a two-tier structure of government with the present twelve area municipalities being consolidated into nine cities.

The Commission recommends that the boundary of the regional government be co-terminous with the outer limits of the recommended nine area municipalities.

The Commission recommends that representation on the council of the regional government be as follows:  
each area municipality to have one member per 50,000 of population...ten directly elected members, six of whom should be from constituencies comprising the City of Winnipeg (excluding Ward 3 East) and the other four of whom are to be from constituencies comprising a) St-James-Assiniboia b) the Kildonans and Winnipeg Ward 3 East c) St-Boniface - Transcona and d) Charleswood - Tuxedo - Fort Garry - St-Vital... This would mean, initially, a council of 27 members.

The Commission recommends that the total functions of local government in the Metropolitan Winnipeg area must be clearly divided...and that both tiers of local government must be given adequate powers, and sources of revenue.

- 
- (11) "The latter device has turned into a forum in which little more is accomplished than useless confrontation and often bitter criticism." idem, pp. 24.
- (12) "The Commission concludes that the arguments concerning the correct structure of local government for the Metropolitan Winnipeg area outlined by the Greater Winnipeg Investigating Commission...are no less valid today than they were then in 1959." idem, pp. 67.
- (13) "In 1963, the Metropolitan Review Commission recommended that the composition of the Metropolitan Corporation's council not be changed, despite the fact that the area municipalities were unanimous in their view that the lack of good liaison between the Metropolitan Corporation and the area municipalities was a major problem, that it was a continuing irritant, and that it was harmful to the whole community." idem, pp. 24.
- (14) Idem, pp. 68-79.



The Commission recommends that the present additional zone planning concept should be changed to enable all of the whole municipalities adjacent to the Metropolitan Winnipeg area boundary of containment to form an autonomous additional zone planning authority, on which would sit representatives from the constituent municipalities.

In its Future City Series no. 4, the Institute of Urban Studies describes what happened during the period which preceded the passage of the City of Winnipeg Act on July 27, 1971:

Although the report of the Local Boundaries Commission had been submitted September 10, the Government held up its publication until the cabinet had decided on an alternative plan. Finally in late December the Local Boundaries Report was released and a week later on December 23, 1970, the White Paper was unveiled at a news conference. (15)

It is difficult to judge when the Government decided to opt for its own scheme, but sometime during the year Finance Minister Saul Cherniack began to set up a research team. (16)

The recommendations of this research team were incorporated into the White Paper which indicated the Manitoba Government's intents with regard to the Greater Winnipeg system of government. It defines seven major problems (planning and development, fragmented authority, disparity in services, inequitable exploitation of the tax base, inequitable concentration at the urban core, confusion over authority, alienated citizens). Three of these were selected as being at the root of the urban area's difficulties: "fragmented authority, segmented financial capacity, and lack of citizen involvement". (17)

In order to cope with these problems, the provincial government formulated a new concept with two major principles, one of centralization and the other of decentralization. The Winnipeg Act was written in such a way that it could make the new concept and the underlying principles workable:

---

(15) Axworthy, L., Unicity: the Transition, Future City Series no. 4, Cassidy, J. Winnipeg, the Institute of Urban Studies, 1974, pp. 20.

(16) Idem, pp. 18.

(17) Proposals, op. cit., pp. 6.

It is the view of this government that all major services should be unified, but that local government itself - the political processes of local government - must at the same time be decentralized and, through a proposed system of Community Committees, be brought closer to the people. (18)

Let us first describe the political structures that have been set up by the Act before analyzing the administrative apparatus responsible for the implementation of programs and policies within the Unicity structure.

---

(18) Idem., pp. 9.

## 2 Political structures

### 2.1 Form of government

The new political structure includes a city council which was made deliberately large (50 councillors) in order to enhance representation and 13 Community Committees\* to make it more directly accountable to citizens. In addition to the Community Committees, four council committees were established: three multi-functional standing committees and an overall executive policy committee. (See Fig. 2 for the Political Organization Chart.)

The whole structure is known as a council-committees form of government.

### 2.2 Elections

#### 2.2.1 Citizens' rights and duties

The provisions of the Local Authorities Election Act (1970, S.M., C.40, s.5 (1)) apply to the city: in order to be an elector, a citizen must a) be a Canadian citizen, b) be eighteen years old, c) have been resident of the municipality for at least six months and, d) if not a resident, the citizen must own or rent a piece of land registered on the assessment role.

#### 2.2.2 Qualifications of candidates: councillors and mayor

The City of Winnipeg Act states:

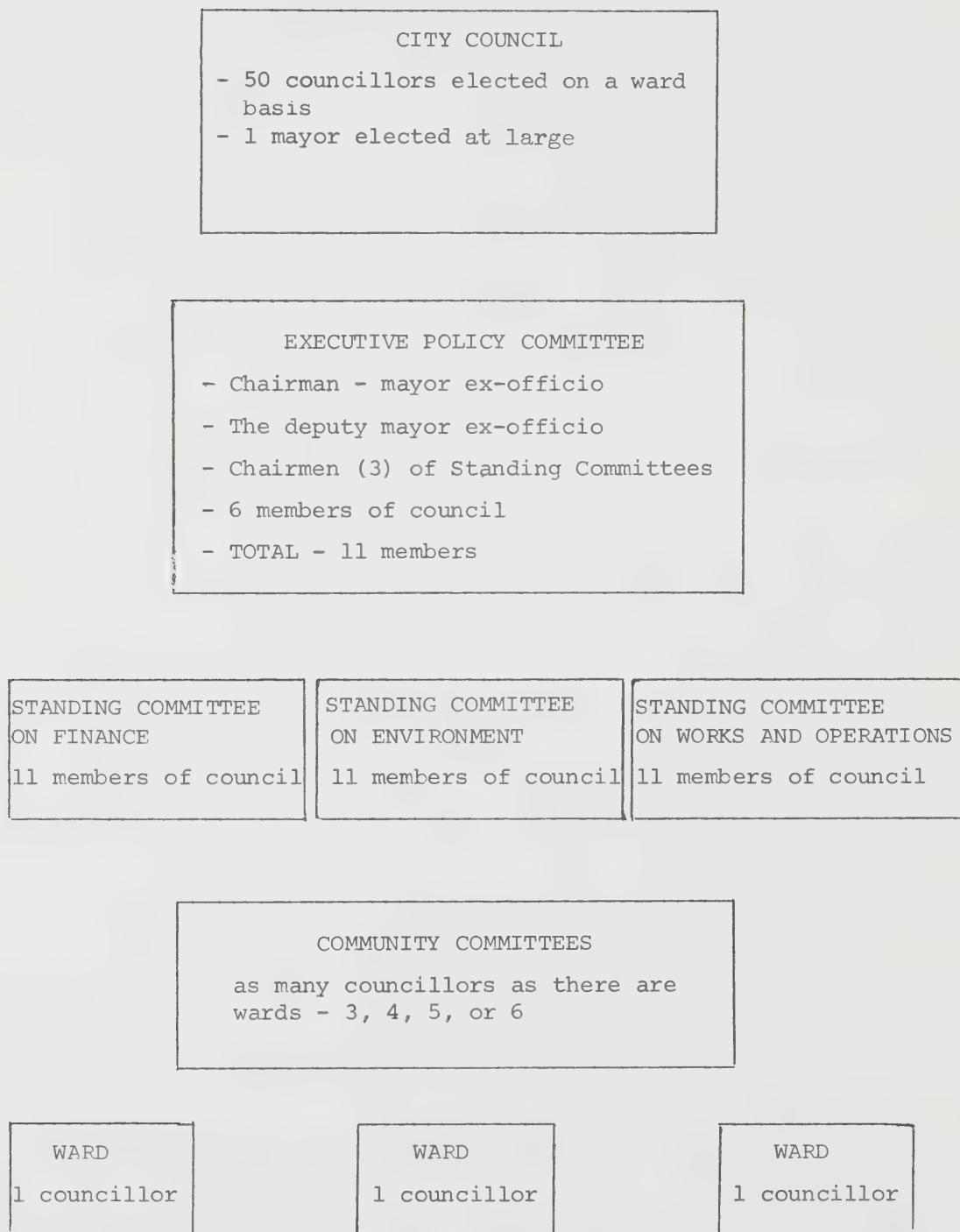
The following persons and no others are eligible to be nominated for election or to be elected as members of the council; namely, any person who is: a) a Canadian citizen, b) of the full

---

\* In 1974, on the recommendation of the City of Winnipeg Boundaries Commission, the number of Community Committees was reduced to 12. The St. Johns Community Committee was disestablished by joining the Riverton and Talbot Wards, east of the Red River, with East Kildonan and placing Strathcona and Norquay Wards, west of the river, into Lord Selkirk Community.

Figure 2

## The Political Structure



age of 18 years, c) an elector, d) a resident who has resided in the city, or in the case of the election of the first council, in an area municipality for a period of six months immediately prior to his being nominated and is not subject to any disqualification under this Act.

### 2.2.3 Procedures of election

The election of the members of the council shall be held on the fourth Wednesday in the month of October in the year 1974, and in each third year thereafter.

Nominations shall be filed with the returning officer no later than the first Wednesday in October of the year in which an election is to be held.

Every nomination paper shall be written and shall include the signature of twenty-five (25) electors of the ward, or no less than one per cent (1%) of the electors of the ward.

### 2.2.4 Municipal political parties

There is no official recognition of the existence of municipal political parties in the City of Winnipeg Act. In practice, there exist municipal political groups, factions or parties in Winnipeg.

## 2.3 City council

### 2.3.1 Members of the council and representation

The city council is composed of fifty (50) councillors and a mayor who is elected at large.

Members of the council are elected on the basis of one each from the fifty (50) wards into which the city is divided (see Table 2). As specified in the Act, "each ward shall, as nearly as is reasonably practicable, contain a similar number of electors".

### 2.3.2 Term of office

The term of office for the mayor and all the councillors is three years.



Table 2    Population and number of electors  
for each of the 50 wards

---

Community Committee	Ward	Population (1970)	No. of Electors (1971)	Group
1   Assiniboine Park:*	Charleswood Park	9,962	6,664	B
	Tuxedo Heights	12,325	7,689	A
	Queenston	11,300	7,237	A
2   Fort Rouge:*	Kelvin	11,859	7,326	A
	Grant Park	9,497	6,344	A
	Riverview	10,762	6,946	A
	Cockburn	11,208	6,729	A
	Roslyn	10,238	7,699	A
3   Midland:*	Memorial	11,159	6,748	A
	Westminster	12,488	7,537	A
	Polo Park	11,969	7,424	A
	Sargent Park	11,163	7,137	A
4   Centennial:*	Weston	11,344	5,998	A
	Bannatyne	11,939	6,421	A
	Balmoral	11,965	7,592	A
	Ross House	11,095	7,532	A
5   Lord Selkirk:*	Cathedral	11,294	6,759	A
	Mynarski	11,105	7,548	A
	Arlington	11,111	6,789	A
	Sisler	9,703	5,843	A
	Strathcona	10,735	5,680	A
	Norquay	11,278	6,440	A
6   West Kildonan:	Garden City	8,771	5,252	B
	Kildonan	8,581	5,693	B
	Jefferson	8,216	5,650	B
7   East Kildonan:	Miles Macdonnell	11,027	7,341	B
	Leighton	10,493	6,634	B
	Kilworth	12,573	8,301	B
	Springfield Heights	11,565	6,904	B
	Riverton	9,797	5,865	A
	Talbot	9,185	5,665	A

Table 2 (continued)

---

Community Committee		Population (1970)	No. of Electors (1971)	Group
8 Transcona:	John Gunn	7,132	3,826	B
	Kern Park	7,729	4,334	B
	Regent Park	7,256	4,555	B
9 St-Boniface:	Taché	12,255	7,592	B
	Norwood	11,887	7,582	B
	Langevin	11,701	6,577	B
	Winakwa	11,816	6,531	B
10 St-Vital:	Glenlaw	10,818	7,323	B
	Fernwood	10,307	6,136	B
	Dakota	11,447	7,076	B
11 Fort Garry:	Wildwood	7,428	4,882	B
	Maybank	7,863	5,094	B
	University	8,449	5,507	B
12 St-Thomas- Assiniboia:	King Edward	12,197	5,732	B
	Deer Lodge	12,011	8,429	B
	Silver Heights	12,457	8,633	B
	Booth	12,483	7,622	B
	Kirkfield	10,237	5,296	B
	St-Charles	10,317	6,922	B
Mean		10,630	6,581	

---

\* Inner City joint community

### 2.3.3 Meetings

The days, times, and places of the council's regular and special meetings are regulated by a by-law previously enacted by the council.

All meetings of the council shall be public.

### 2.3.4 Powers and functions

The City of Winnipeg Act, part 1, section 8, has defined specific functions for the council which was to rule the city until January 1, 1972.

However, the general and specific functions and powers after the transitional period are listed from part V through part XX of the Act. The reading of these parts and sections reveals how the council is intended to be more of a legislative and policy decision-making body than an administrative body. Its role is to decide upon policy recommendations which are channeled through the Executive Policy Committee from the Standing Committees.

The powers of the city under this Act shall be exercised by the council.

Subject as herein otherwise provided, the city may exercise the powers and discharge the duties conferred or charged upon it under this Act and may enter into any contract or agreement necessary to enable it to exercise its powers or discharge its duties under this Act and in general shall have all the rights and be subject to all the liabilities of a corporation and, without restricting the generality of the foregoing,

- a) it may acquire in any manner, and hold and alienate, both real and personal property for the purposes for which the municipality is constituted;
- b) by its name, it and its successors have perpetual succession;
- c) it may sue and be sued, implead and be impleaded, answer and be answered unto, in all courts and in all actions, causes, proceedings, and suits whatsoever;
- d) it shall have a common seal and may alter or change its seal at its pleasure;
- e) it may contract and be contracted with its corporate name, and may become a party to any contract or agreement in the management of its business;

- f) it may enter into any contract or agreement with any person for the purpose of the development of land and the provision of municipal services;
- g) it may enter into an agreement with any other municipality or with any other person or with both a municipality and a person, for the doing jointly with that municipality or person of any act or thing that it has power to do within the city;

The council may, by by-law, make regulations not contrary to law, respecting matters for which provision is not specifically made herein, and without restricting the generality of the foregoing may make such regulations for the health, safety, and welfare of the inhabitants and for the peace, order, and local government of the city as the council deems necessary.

Among the powers available for implementing the last paragraph are the powers to acquire, develop and dispose of land (part VI), to assess and tax properties as well as to borrow money (parts VII, VIII, IX), to regulate the use and improvement of land and buildings (parts X, XI, XII, XV, XVI, XVIII, XX), to establish services for the protection of persons and property (parts XIII, XIV, XVII).

## 2.4 Community Committees and resident advisory groups

### 2.4.1 Number

Thirteen (13) Community Committees were established under the Act and later reduced to 12. See Table 2 and note on page 13, section 2.1.

#### 2.4.2 Area

The area of the Community Committees corresponds to a large extent to the former municipal boundaries.

Six (6) of the Community Committees are located in the inner city area of the former City of Winnipeg and these Community Committees constitute, for certain purposes, an Inner City Joint Community Committee.

#### 2.4.3 Representation

Each Community Committee is really a Community Committee of council because it is made up of all the councillors who represent the wards within each particular community. Six (6) of the Community Committees have four (4) wards each, five (5) have three (3) wards each, one (1) has five (5) wards and another has six (6) wards (see Table 2). With elimination of St. Johns Community Committee, three (3) of the Community Committees have six (6) wards each, three (3) have four (4) wards each, five (5) have three (3) each, and one (1) has five (5) wards.

#### 2.4.4 Meetings

The City of Winnipeg Act, part 1, section 24 (1) states:

Each Community Committee shall

- a) at least once a month at a regular time and place, meet to consider the business of the community;
- b) conduct a meeting or meetings to facilitate participation by residents of the community in the preparation of submissions concerning the annual current and capital budgets (including the Community Committee budget) and make submissions respecting such budgets to the Executive Policy Committee;
- c) conduct a meeting or meetings at least quarterly to consider progress reports on the programs and projects of the city; and
- d) at least once each year, hold a community conference which all residents of the community shall be invited to attend and participate in discussions of city programs, and at one of which shall be presented for discussion the annual statement of revenues and expenditures of the Community Committee.



#### 2.4.5 Roles and functions of the Community Committees

The role played by the Community Committees is two-fold:

- a) to develop and implement techniques to maintain closest possible communication between the city and the residents of the community so that the resident's view on policies, programs, budgets and the delivery of services may be communicated to the council, the committees of the council, and the administrative commissioners;
- b) it must also develop and implement techniques to provide the residents of the community with information concerning existing and potential city policies, programs and budgets so as to facilitate residents in discussing and developing views concerning these matters.

Before describing the functions exercised by the Community Committees, one has to keep in mind two important points:

- 1) the Community Committees are not law-making bodies;
- 2) their supervisory functions over the delivery of services are restricted to services which are not yet centralized. (For a description of the centralized versus the decentralized services, see our section 3.3.1).

The functions of the Community Committees are the following:

- a) each Community Committee shall supervise employees in the delivery of all the services which are decentralized;
- b) each Community Committee shall prepare and submit the annual capital and current estimates of the cost of operating the Community Committee and the expenditures for the decentralized services to the Executive policy committee. These estimates are components of the city's annual budgets;
- c) a Community Committee may establish programs for the delivery of the services it supervises.

In summary: The Community Committees are not law-making bodies. They have an important budgetary role but they have no taxing power. They can monitor and evaluate the city's employees in the delivery of the decentralized services, but they are not employing units and do not themselves deliver services.

#### 2.4.6 Powers of council over Community Committees

The council may delegate more supervisory power with respect to employees to the Community Committees or, after having paid due respect to the procedure of transfer, assume exclusive responsibility for supervising the delivery of services for which Community Committees are now responsible.

#### 2.4.7 Residents' advisory groups

A residents' advisory group may be elected at any community conference by the residents of the community who are present, from their number.

The role of a residents' advisory group is to advise and assist the members of a Community Committee.

The number of members of any such residents' advisory group, the manner of their election and the period for which they are to serve is determined by the residents present at the community conference.

### 2.5 The Standing Committees of the council

#### 2.5.1 Number

There are three (3) Standing Committees: the Committee on Finance, the Committee on Environment, the Committee on Works and Operations.

#### 2.5.2 Representation

Each Standing Committee is comprised of eleven (11) members elected by council from within its membership: before the 1972 amendment to the Act, there were seven members on each Standing Committee. A member of council elected to one Standing Committee is ineligible to be a member of any other Standing Committee.

If a member of a Standing Committee other than the chairman is elected to the Executive Policy Committee, he ceases to be a member of the former committee.

A member of a Standing Committee serves for the term of the council, unless he is elected to the Executive Policy Committee or is recalled by council.

Each Standing Committee elects its own chairman, who may be removed by a vote of a majority of the members of the committee. As long as he remains chairman, he is automatically a member of the Executive Policy Committee. (See Table 3 for a list of the elected representatives on the three Standing Committees).

#### 2.5.3 Roles and functions

It is the responsibility of each Standing Committee:

- a) to advise the Executive Policy Committee with respect to the responsibilities assigned to that Standing Committee by the Act or by council;
- b) to insure the implementation of city policies and programs as assigned by the Act or council to that Standing Committee;
- c) to review the annual estimates of revenues and expenditures of the city departments and city services, the responsibility for which is assigned to that Standing Committee by the Act or by council.

#### Committee on Environment

The Committee on Environment is responsible to council for the preparation of plans and programs with respect to environment and social development and for recommending to the Executive Policy Committee environmental policies for the city.

In addition, the committee has such powers and duties as the council may delegate with respect to:

planning, including transportation, open space and parks planning, and development of the environment; housing, urban pollution regulation and control; health and social development.

#### Committee on Works and Operations

The Committee on Works and Operations is responsible to council for

Table 3 Representatives in the three Standing Committees,  
November 1974.

Name	Ward	Community
Finance Committee		
C. John Gee (Chairman)	Norwood	St-Boniface
R. Brunka	Riverton	East Kildonan
A. Ducharme	Fernwood	St-Vital
D. Gerrie	Riverview	Fort Rouge
E.J. Kotowich	Langevin	St-Boniface
L. Leech	Dakota	St-James-Assiniboia
M. Ruta	Miles Macdonnell	East Kildonan
R. Steen	Westminster	Midland
A.C. Wade	Weston	Centennial
R. Wilson	Memorial	Midland
R. Nordman	St-Charles	St-James-Assiniboia
Environment Committee		
K. Galanchuk (Chairman)	Mynarski	Lord Selkirk
R. Bockstael	Taché	St-Boniface
G. Dixon	Polo Park	St-James-Assiniboia
B. Ireton	Maybank	Fort Garry
A. Jorowski	Leighton	East Kildonan
A. Klym	Balmoral	Centennial
M. O'Shaughnessy	Kildonan Park	West Kildonan
R. Parkhill	Tuxedo Heights	St-James-Assiniboia
D. Stanes	Deer Lodge	St-James-Assiniboia
J. Ernst	Booth	St-James-Assiniboia
K. Wong	Ross House	Centennial
Works and Operations Committee		
G. Mercier (Chairman)	University	Fort Garry
W. Hallonquist	Kirkfield	St-James-Assiniboia
N. Hudson	Sisler	Lord Selkirk
M. Kaufman	Grant Park	Fort Rouge
A. Penner	Kilnorth	East Kildonan
F. Pierce	Glenlawn	St-Vital
P. Rizzuto	Kern Park	Transcona
E. Ross	King Edward	St-James-Assiniboia
A. Skowron	Talbot	East Kildonan
W. Steen	Queenston	Assiniboine Park
J. Westbury	Roslyn	Fort Rouge

the construction, operation, and management of civic utilities, transit and traffic system and all lands, buildings, structures, plant, works and equipment held or owned by the city, and for recommending to the Executive Policy Committee suitable policies and programs with respect to these matters.

In addition, the committee has powers and duties as council may delegate with respect to:

transit, streets, traffic control, utilities, waste collection and disposal, engineering and design, parks and recreation, cultural facilities.

#### Committee on Finance

The Committee on Finance is responsible to council for the financial management of the city and for recommending to the Executive Policy Committee fiscal policies for the city.

In addition, it may have such powers and duties as council wishes to delegate with respect to:

assessment, finance, personnel, purchasing, protection of persons and property.

#### 2.5.4 Power of council over Standing Committees

As has been noted for each Standing Committee, council may delegate additional powers and duties to Standing Committees. More generally, the assignment set out for each Standing Committee may be altered by council.

#### 2.5.5 Subcommittees of Standing Committees

Council or a Standing Committee may establish one or more subcommittees of a Standing Committee to:

- a) investigate a question or questions within the responsibility assigned by the Act or the council to the Standing Committee, make recommendations thereon and report to the committee;
- b) perform one or more of the powers and duties delegated to the Standing Committee by the Act or the council and report the action taken to the committee;



c) perform either or both of these functions.

When a subcommittee is established by the Standing Committee to which it reports, its members must be members of the Standing Committee. When council establishes the subcommittee, any members of council may be elected to it. In all cases, the terms of reference of subcommittees of Standing Committees must be approved by council.

Apart from duties in respect to the delivery of particular services, subcommittees may function as task forces reporting to a Standing Committee.

## 2.6 Executive Policy Committee

### 2.6.1 Representation

The Executive Policy Committee is composed of the mayor ex officio who is also chairman, the deputy mayor ex officio (1972 amendment to the Act), the chairman of the three (3) Standing Committees, and six (6) members of the council elected by the council provided that, apart from the chairman, no member of the Executive Policy Committee can be simultaneously a member of a Standing Committee, provided also that, for the term of office of the first council, three (3) out of these six (6) councillors will be elected among councillors of group A (formerly the City of Winnipeg) and three (3) from group B (former suburban municipalities), (see Table 2 for group A and B, and Table 4 for a list of representatives on the committee).

### 2.6.2 Roles and functions

The Executive Policy Committee, as its name indicates, was expected to become more of a planning and priorities committee of council than a purely executive committee. Its major function was the formulation and coordination of policy recommendations to council.

Table 4 List of representatives on the Executive Policy Committee,  
November 1974

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Mayor Stephen Juba (Chairman)

Councillors:	Ward	Community
B.R. Wolfe (Deputy Mayor)	Regent Park	Transcona
K. Galanchuk	Mynarski	Lord Selkirk
N. Stapon	Springfield Heights	East Kildonan
D. Yanofsky	Garden City	West Kildonan
W. Sasaki	Jefferson	West Kildonan
J. Gee	Norwood	St-Boniface
B. Norrie	Kelvin	Fort Rouge
P. McGonigal	Silver Hts.	St-James-Assiniboia
G. Mercier	University	Fort Garry
D. Warkling	Wildwood	Fort Garry

---

The committee must formulate policy recommendations to council, coordinate policy proposals from the Standing Committees, review programs and coordinate policy implementation.

In relation to administrative organization the committee is to receive and consider reports and recommendations from the Board of Commissioners. Except for the case of the annual capital and current budgets, the committee shall forward the reports and recommendations of the Board to council either with or without its recommendations.

In the case of the annual budgets, the committee may refer them back to the Board for further consideration and, after reception of the new budgets, it forwards the reports and its recommendations to the council.

After the passage by council of the current and capital budgets, the committee may require from the Board quarterly or more frequently than quarterly, reports on expenditures and projects included in the budgets.

In relation to the Standing Committees, the Executive Policy Committee performs a coordinating role and is the vehicle through which policy recommendations flow from these committees to the council.

The Standing Committees are linked to the Executive Policy Committee by virtue of the fact that three (3) of the Executive Policy Committee's eleven (11) members are the respective chairmen of the Standing Committees.

## 2.7 The mayor

### 2.7.1 Representation

The mayor was elected at large for the three-year term of the first council. He was to be selected by the council from among its members after that period. However, a recent amendment to the City of Winnipeg Act (Bill 46, June 10, 1974) provides that the mayor

will be elected at large as has been the case for the first three-year term of council.

#### 2.7.2 Roles and functions

The mayor is the chairman of the council and he is also an ex officio member of both the Executive Policy Committee and the Board of Commissioners.

The mayor acts as chairman of the Executive Policy Committee and he has an additional casting vote in the event of a tie.

He has the same power, an additional casting vote in the event of a tie, at the council's meetings. Together with the city clerk, the mayor shall sign all agreements entered into by the city, and all documents and by-laws required to be executed by the city.

### 3 Administrative structures

#### 3.1 General

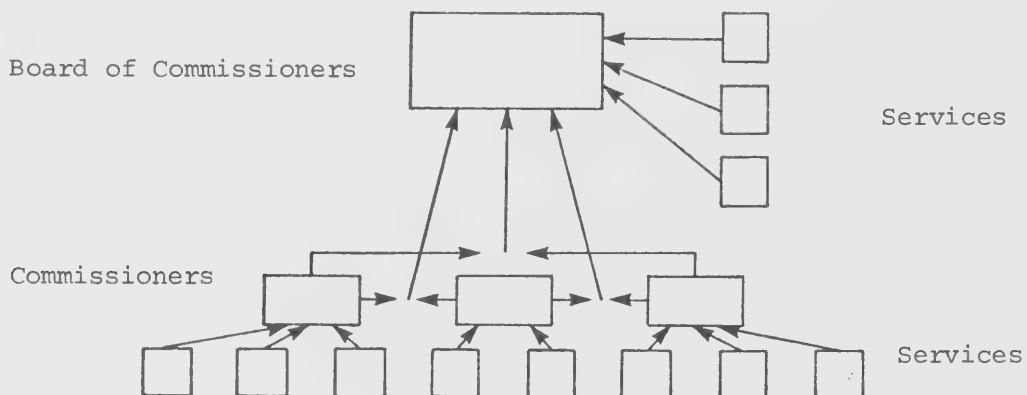
A major characteristic of the administrative system of the City of Winnipeg is the double structure of control over the basic administrative units, that is, the services and departments.

##### a) Administrative structures

Services or departments report to a Commissioner.

However, when a department or service is the responsibility of the Chief Commissioner and the Board of Commissioners, it reports directly to that authority.

When a report also deals with matters of interest to another Commissioner, it will be channeled through the Board of Commissioners.



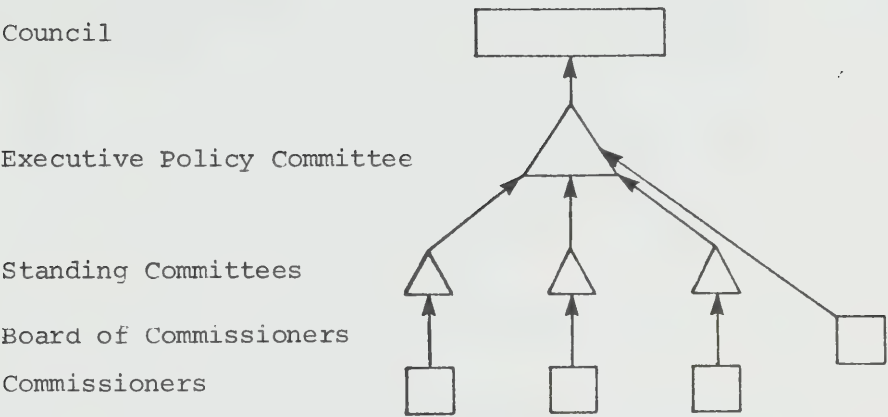
##### b) Administrative and political structures

Every Commissioner reports to a Standing Committee, which then reports to the Executive Policy Committee.

When a report has been channeled through the Board of Commissioners for reasons given above, the report is then directed to the Executive Policy Committee.

At the end of the process, the Executive Policy Committee reports to council for a final decision.





3.2 Civil servants

There are 7,200 permanent employees and around 2,000 temporary employees for parks and engineering, snow removal and construction of new utility lines.

The breakdown of these numbers into decentralized and centralized departments will not be available for at least two years.

3.3 Services and Departments

3.3.1 General remarks

Persons interviewed were unable to draw a clear distinction between "services", "departments" and "bureaus".

The Personnel department is in the process of collecting all existing organizational charts in order to review them. Some are available: planning department, public works department.

There exist thirteen (13) departments which are centralized. Eight (8) departments are still decentralized.

Two (2) departments are partly centralized, partly decentralized. Under the title "utilities", two (2) services are centralized, two (2) others are partly centralized.

- In brief:
- a) All services which were centralized under the Metropolitan Corporation have been transferred to the new government.
  - b) Some services were centralized at the time of the Unicity's incorporation or at times thereafter.
  - c) A number of other services remain decentralized and are the responsibility of the Community Committees.

### 3.3.2 Centralized Departments

#### 3.3.2.1 Departments which were centralized under the Metropolitan Corporation

Nine (9) services are included in this category. Table 5 gives the 1973 budget estimates for every service. Under the title "Personal services" is an amount which indicates in some measure the importance of the staff for each service.

- a) Transit system
- b) Hydro-electric system and steam heating system
- c) Water works system

The supply of water is centralized while the Community Committees remain responsible for water distribution.

- d) Sewage disposal system

The collection of sewage is decentralized while sewage treatment is centralized.

These four (4) utilities are under the supervision of the Commissioner of Works and Operations.

The whole sector of Works and Operations is in the process of being reorganized. The new organization will divide the city into six (6) districts.

That reconstruction of boundaries may bring some budgetary and political problems because the Community Committees will have to be amalgamated or cut into parts.

- e) Department of environmental planning
- f) Assessment department

Table 5 1973 Budget estimates and personnel expenditures for the nine departments centralized under the Metropolitan Corporation

Department	Personal* Services	Expenditure	Total	Revenue	Profit or Loss
Transit system	\$11,307,155	\$19,047,652		\$19,047,652	
Hydro electric system	3,877,450 **	18,954,340		20,315,500	\$1,361,160
Steam heating	N/A ***	1,196,850		1,208,700	11,850
Water works	3,629,990	10,644,841		9,880,550	764,291
Sewage disposal	1,235,562	6,154,419		4,083,940	2,070,479
Planning	1,785,910	2,058,177			
Assessment and Board of revision	962,762	1,026,544			
Parks & Recreation Protection	2,278,897 462,311	3,060,070 712,982			
Maintenance of civic bldgs. (central)	338,916	695,417			
Maintenance of civic bldgs. (other)	119,987	191,490			
Public works and Operations	1,036,782	4,656,376			

\* Personal services - total derived from sum of Budget entries listed as "Personal Services"

\*\* Hydro electric system - total under personal services derived from sum of "labour & expenses" listings in 1973 Budget

\*\*\* N/A - refers to not available

g) Parks, recreation, and protection department

Civil defence, the zoo, municipal golf courses, mosquito abatement, weed control, parks (existing metropolitan parks under the Metropolitan Corporation) are centralized sectors of activities. What remains under that title is decentralized.

h) Maintenance of civic buildings department

i) Public works and operations department

The streets "established" as metropolitan streets by the provincial government, bridges, and arterial traffic control are centralized responsibilities.

Responsibilities which remain under that title and meaning are decentralized.

### 3.3.2.2 Departments which are centralized in accordance with the Winnipeg Act

a) Budget bureau

A Budget bureau, comprising the director and such other employees of the city as the Chief Commissioner may direct, was established as a financial planning agency which would assist the Board of Commissioners in developing a budget format which, in terms of objectives and programs, would be more meaningful to the Community Committees and to the Council.

The Budget bureau has a purely "staff" or advisory role to the Board of Commissioners and has no decision-making power. It is responsible to the Board for determining the form and manner of presentation of the annual estimates of revenues and expenditures of all departments, services, boards, commissions and the Community Committees. It must also provide the Board with analyses and evaluations of city policies, programs, the management of the annual estimates, current and capital, and long-term capital works forecasts.

b) City clerk

The City clerk is responsible for the recording of all the resolutions, decisions and other proceedings of the council, including requested records of votes, reports acted upon by the council, by-laws, and all minutes of the proceedings of the council.

Together with the mayor, the City clerk shall sign all agreements entered into by the city, and all documents and by-laws required to be executed by the city.

c) City treasurer or Finance department

The City treasurer shall maintain such accounts and statistical records and books of account and shall at all times reflect the true state of affairs in respect of the fiscal affairs of the city and all departments thereof;

- is responsible for the collection of all civic revenues;
- is responsible for the payment of accounts due and payable by the city;
- shall be the custodian of all vouchers, agreements, title deeds, and other documents;
- shall attend to the placing of such insurance as may be decided upon by Council on the recommendation of the Board of Commissioners;
- shall receive and safely keep all moneys belonging to the city... may make accountable advances from time to time for the purposes of the city from its funds...

Whenever the revenue belonging to any prescribed fund of the city has become exhausted, the City treasurer shall notify the Commissioner of Finance of the fact.

The Treasurer shall on or before the first day of June in each year send to the Minister a statement in respect of the last preceding fiscal year of the city, together with such statistical and other information.

d) Audit

Before Unicity, most of the municipalities were exercising their audit function through contracts. This is no longer the case.

The Auditor is the only director to report directly to Council, although for some purposes he informs the Board of Commissioners of his decisions.

The Auditor has free access at all convenient times to all files, documents and other records relating to the accounts of every department and service and may require and receive from the Board of Commissioners, officers and employees of the city and any board or commission, information, reports and explanations that he deems necessary for the proper performance of his duties.

Subject to the approval of Council, the Auditor may examine any person under oath touching on any matter which by the Act he is required to check, examine, audit or control, most particularly accounts of expenditure of city moneys and their accordance with the terms and conditions of the authorization to which the accounts relate.

Within six months of the end of each fiscal year, the Auditor shall make a report to the Council respecting the fiscal year and an evaluation of it.

The Auditor can be dismissed only by resolution of Council approved by a vote of at least two-third of the councillors. Table 6 gives the 1973 budget estimates of total and personal services expenditures for these four services.



Table 6    1973 Budget estimates and personnel expenditures  
             for Budget Bureau, City Clerk, City Treasurer, Audit

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Department	Personal services *	Total expenditures
Budget Bureau	193,229	222,724
City Clerk	312,585	251,810
City Treasurer	1,297,369	1,492,598
Audit	183,429	215,239

---

### 3.3.2.3 Departments or services which have been centralized since the passage of the Winnipeg Act

- a) Law
- b) Computer
- c) Personnel
- d) Purchasing
- e) Real estate and surveys
- f) Housing and urban renewal (does not exist any more by 1972 by-law)
- g) Fire: all fire departments have been amalgamated January 7, 1974.

See Table 7 for 1973 budget estimates of total expenditures and personal services for those services and departments.

### 3.3.3 Decentralized departments

#### 3.3.3.1 Partly decentralized

- a) Public Works and Operations department (see above)
- b) Parks, recreation and protection department (see above)
- c) Water Works system (see above)
- d) Sewage disposal system (see above)

See Table 5 for 1973 budget estimates of total and personal services expenditures.

#### 3.3.3.2 Decentralized

- a) Police: police amalgamation (became effective October 21, 1974)
- b) Libraries and museums
- c) Health
- d) Garbage collection
- e) Municipal hospitals

Exist only within Inner City limits and currently administered by an Hospital Commission where councillors are represented.

- f) Fire (January 7, 1974)

Table 7    1973 Budget estimates and personnel expenditures  
for the six departments centralized since the  
passage of the Winnipeg Act

---

1973 Budget Estimates - Expenditure		
Department	Personal services	Total
Law Dept.	\$439,056	\$520,336
Computer Services	386,302	767,300
Personnel Dept.	203,017	287,327
Purchasing Dept.	244,082	270,571
Real Estate & Surveys	353,178	400,734
Housing & Urban Renewal	97,428	176,718

---

f) Welfare department

Will be amalgamated in the near future.

g) Incinerator service

Will be amalgamated in the near future.

See Table 8 for 1973 budget estimates of total and personal services expenditures for these departments, by Community Committee.

See Table 9 for 1973 budget estimates of total expenditures in four primary service areas, by Community Committee.

### 3.4 Administrative superstructures

#### 3.4.1 Commissioners of Environment, Finance, and Public Works and Operations

Each Commissioner is responsible for the day-to-day administration of those departments and services related to the activity specifically assigned to each Standing Committee (see our section 2.5.3).

The individual Commissioner thus serves as a sort of chief administrative officer for the Standing Committee concerned with the services under its jurisdiction.

Each Commissioner is responsible to the Chief Commissioner, to the Board of Commissioners and to the Standing Committee to which he reports concerning the supervision and operation of the specific departments and services assigned to him.

The Commissioners of environment, finance, and public works and operations shall attend all meetings of the committee to which they are responsible unless excluded or excused by the committee.

From what we gathered in our interviews, the lines of communication and supervision fall under one of the following four situations:

- a) A department is, by virtue of the Act, responsible to a Commissioner. The department will then report to him. The Commissioner will carry the report to the Board of Commissioners.

Table 8 1973 Budget estimates and personnel expenditures for eight decentralized departments  
by Community Committee

	Police	Fire	Libraries & Museums	Health Hospitals	Welfare	Garbage Collection Serv.	Incin.
East Kildonan	Personal 675,239 Total 748,544	379,781 412,392	N/A* 107,585	N/A* 35,000	12,850 244,740	39,261 246,341	
Fort Garry	Personal 474,558 Total 531,812	339,991 367,587	N/A* 82,248	N/A* 20,000	14,454 64,454	84,910 121,975	
St- Boniface	Personal 675,506 Total 772,685	743,291 792,635	60,266 138,945	N/A* 39,000	37,337 155,434	151,263 230,834	
St-James Assinib. Total	Personal 1,096,513 Total 1,237,273	949,888 997,297	N/A* 358,640	N/A* 50,113	39,016 564,641	197,508 403,458	
St- Vital	Personal 457,486 Total 522,841	331,982 354,993	N/A* 92,456	N/A* 32,200	12,452 173,482	10,885 234,875	
Trans- cona	Personal 197,415 Total 248,778	277,690 289,530	4,485 73,135	N/A* 20,150	15,264 76,324	5,500 42,500	
West Kildonan	Personal 361,841 Total 409,072	245,598 260,697	2,250 80,303	N/A* 21,400	15,947 153,867	13,688 142,228	
Inner City	Personal 7,226,711 Total 8,410,069	5,837,846 6,393,123	783,529 1,106,543	N/A* 1,294,416 1,411,806	963,997 3,419,369	1,867,030 2,331,605	300,644 509,729

\* N/A - not available

Table 9    1973    Budget estimates and expenditures for four primary service areas by Community Committee

Community Committee	Culture and Recreation	Public Works and Operations	Protection of Persons & Property	Health & Social Development
East Kildonan	\$ 523,108	\$ 798,534	\$ 1,302,299	\$ 406,291
Fort Garry	519,168	541,240	987,319	203,464
St-Boniface	601,217	601,172	1,729,472	409,147
St-James-Assiniboia	1,548,105	968,426	2,484,314	859,474
St-Vital	408,536	591,074	974,669	424,571
Transcona	518,300	360,887	599,858	195,129
West Kildonan	401,422	536,494	742,519	307,645
Inner City	5,033,486	3,734,178	16,619,000	8,445,173



- b) A department which is not responsible to a specific Commissioner will report directly to the Chief Commissioner and the Board of Commissioners: the Budget bureau, the City clerk department, the Law department, and the Computer Services are in that position.
- c) The No. 1 situation will be the normal one only when a departmental project involves another department which depends on another Commissioner, or when a department project involves a change in staff (any level). Otherwise, there will be a direct link between the Commissioner and his corresponding Standing Committee.
- d) A department (only the audit bureau) reports directly to the Council.

#### 3.4.2. Board of Commissioners

##### 3.4.2.1 Representation

The administrative organization is headed by a Board of Commissioners. It consists of the Chief Commissioner, who is chairman, three (3) appointed commissioners, and the mayor ex officio.

##### 3.4.2.2. Powers and duties

The Council may delegate to the Board of Commissioners any of its duties and powers respecting the administration of the city.

The Board of Commissioners may do the same.

All decisions and recommendations of the Board of Commissioners must be made on the vote of a majority of the Commissioners present at a meeting; the Chief Commissioner may vote as a member of the board and in the event of a tie has a casting or deciding vote.

All reports and recommendations from the Board of Commissioners shall be sent to the Executive Policy Committee.

The board is responsible for the supervision of all employees and the operation of all departments and services, subject to general directions given by a Standing Committee or by a Community Committee.

The board is also responsible for the implementation of policies and programs. As a board, the responsibilities of the Commissioners are:

- a) to consider and make recommendations to the Executive Policy Committee on policy matters concerning the administration of the government of the city;
- b) to cause to be carried out and enforced within a reasonable time all orders, resolutions and by-laws of the council;
- c) to investigate and report to the Executive Policy Committee and the council in writing from time to time upon all matters referred by the Executive Policy Committee or the council, respectively, to the board for report;
- d) to cause the annual current and capital budgets to be prepared;
- e) to review and present to the Executive Policy Committee the annual current and capital budgets;
- f) to submit to the Executive Policy Committee and the council quarterly progress reports on the projects included in the capital budget;
- g) to recommend to council for approval the appointment of heads and assistant heads of departments.

#### 3.4.3 Chief Commissioner

The Chief Commissioner acts as any other Commissioner when he directs and supervises a specific group of four (4) departments or services: The Budget bureau, the Information system, the Law department, and the City clerk's department.

He again acts as any other Commissioner when he attends meetings of the committee to which he is responsible, that is the Executive Policy Committee. It is worth noting, however, that, unlike the other Commissioners, he may attend any meeting of a Standing Committee unless he is excluded by the committee.

However, he plays a different role (over the three other Commissioners) when he directs and supervises any appointed Commissioner or employee in the performance of their duties and responsibilities, or when he transfers, subject to the prior approval of the council, responsibility for the supervision and operation of any department or service from any appointed Commissioner to whom it is assigned, to another appointed Commissioner.

He plays another role when, as is the case for the Board of Commissioners as a whole, he takes responsibility for the coordination and implementation of all policies and programs. In any questions before the board, the Chief Commissioner may vote as a member of the board and, in the event of a tie, he has a casting or deciding vote.

See Fig. 3 for the Administrative organizational chart.

RESPONSIBILITIES AND COMMITTEE RELATIONSHIPS  
OF INDIVIDUAL COMMISSIONERS

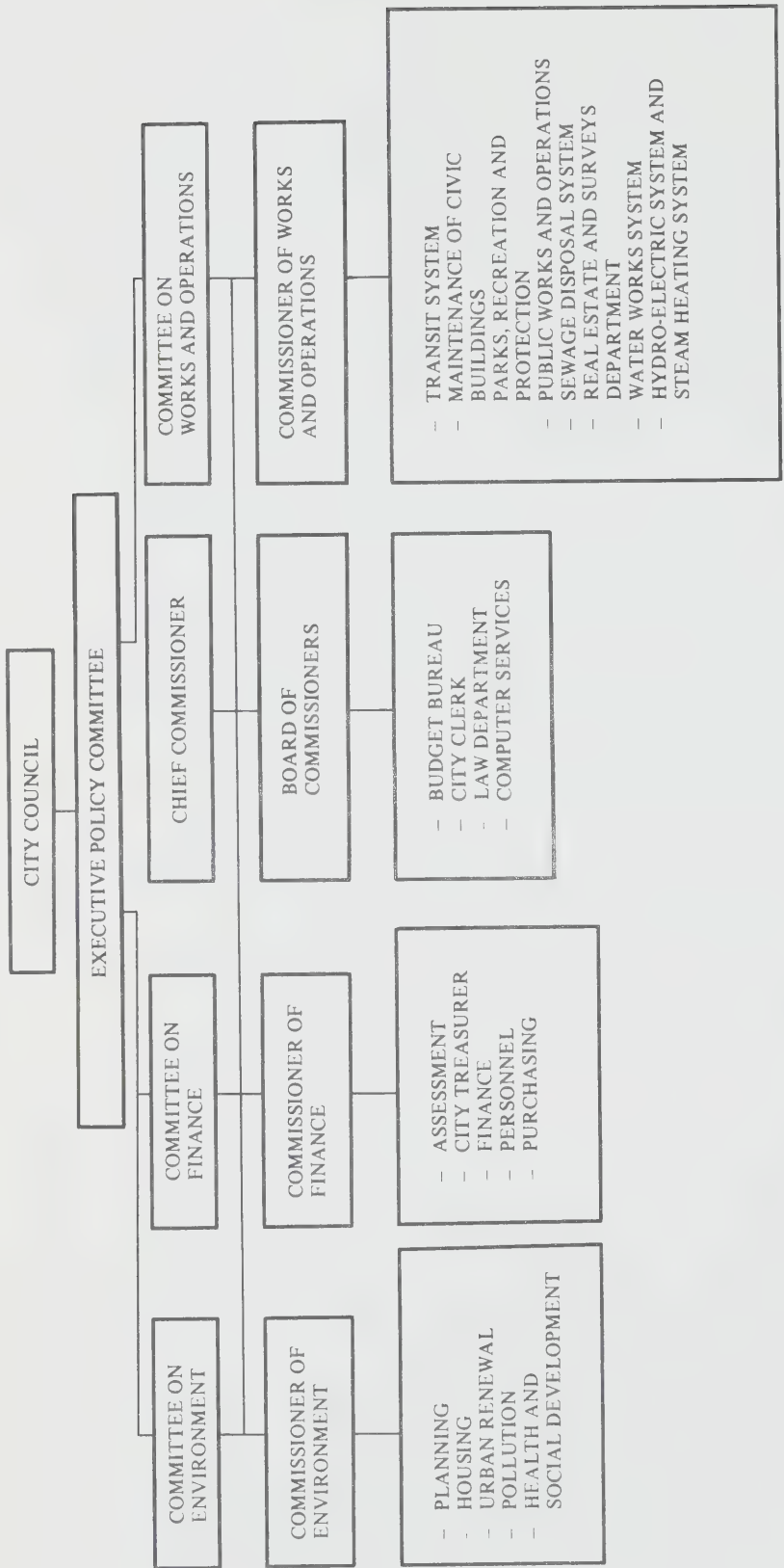


FIGURE 3 - THE ADMINISTRATIVE STRUCTURE

#### 4 Relationships between the administrative and the political structures: Summary

In the course of our description of the administrative and political structures, we have noted the various links that formally exist between them. This section is added as a reminder. See Fig. 4 for a review of the relationships between the political and the administrative structures.

##### 4.1 Commissioners and Chief Commissioner

Every Commissioner, and by virtue of that fact, every department, is responsible to a Standing Committee.

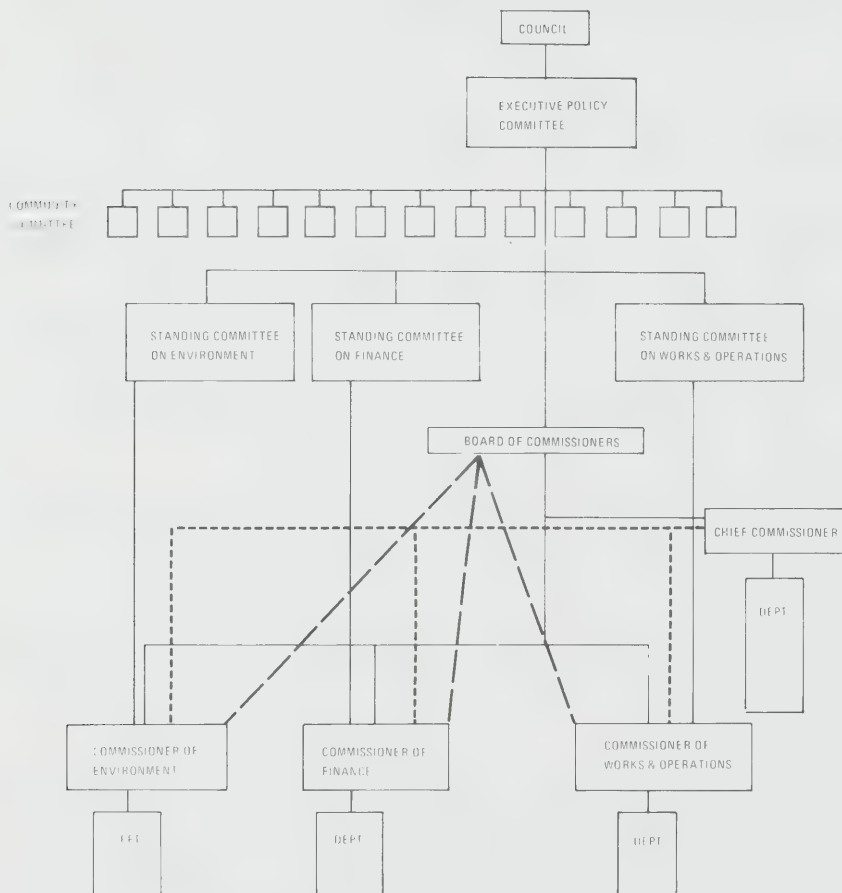
Each Commissioner attends all meetings held by his Standing Committee. The Chief Commissioner attends all the meetings of the Executive Policy Committee, and may attend any meeting held by any other committee of the council.

Hence, the Board of Commissioners is closely linked to the political structures, including the council.

##### 4.2 Mayor

Sitting as chairman of the council, as member (ex officio) and chairman of the Executive Policy Committee and as member (ex officio) of the Board of Commissioners, the mayor may represent the best liaison between all the administrative and political bodies.

Figure 4 CITY OF WINNIPEG  
RELATIONSHIPS BETWEEN THE POLITICAL & THE ADMINISTRATIVE STRUCTURE





#### 4.3 The political structure as a whole

In addition to all these formal coordinative mechanisms, the Winnipeg Act states:

The council and unless otherwise directed by council, the Executive Policy Committee, a Standing Committee, a Subcommittee of a Standing Committee or a Community Committee, may require the attendance of a representative of the Board of Commissioners or any department, board or commission at a meeting of the council, a committee, subcommittee, board or commission, and the representatives shall provide such information as may be required by the council, committee, subcommittee, board or commission.

## 5 Semi-public associations, authorities, boards and commissions

### 5.1 General

We have identified around thirty kinds of semi-public associations, authorities, boards or commissions within the City of Winnipeg's limits.

In most of these semi-public bodies there is a mixed representation:

- a) formal representation of elected people and formal representation of electors (prominent citizens);
- b) formal representation of civil servants (always at the level of Commissioners or department heads) and formal representation of electors.

These semi-public bodies generally play an advisory role on matters dealt with at the city, the community, or the department levels.

### 5.2 At the community level

#### 5.2.1 Boards of Commissioners of Police

"The Boards of Commissioners of Police for the former City of Winnipeg and the City of St-Boniface are restyled the Boards of Commissioners of Police for the Inner City Joint Community and the Board of Commissioners of Police for the St-Boniface Community, respectively, and are continued with the composition, powers and duties specified in this section".

Composition: a) three members of the respective Community Committee.

- b) two citizens of the respective community appointed annually by the respective Community Committee.

Duties: each of the boards shall supervise the delivery of police services by members of the police department assigned to provide police services in their respective communities.

### 5.2.2 Library Boards

"Notwithstanding the other provisions of this Act, the the municipal library boards in existence immediately before this Act comes into force are continued and shall supervise the delivery of the library services for which they were responsible at that time and have the composition and duties provided in this section".

Composition: a) one member of the Community Committee;

b) either two, four or six residents appointed by the Community Committee.

Duties: each board supervise the delivery of library services in the community.

Number:      1) East Kildonan                      4) St-Vital  
                  2) Fort Garry                              5) Transcona  
                  3) St-James Assiniboia      6) West Kildonan

### 5.2.3 Park and Recreation Boards

"Notwithstanding the other provisions of this Act, every parks board and every park and recreation board established by an area municipality in existence immediately before this Act comes into operation is continued, and shall supervise the delivery of the parks or park and recreation services for which it was responsible at that time, and shall have the composition and duties provided in this section".

Composition: a) not fewer than two nor more than four members of the Community Committee;

b) not fewer than one or more than three citizens.

A majority of the members of the board shall be members of the Community Committee.

Duties: Each board supervises the delivery of the parks or park and recreation services in the community.

Number:      1) East Kildonan                      4) St-James Assiniboia  
                  2) Fort Garry                              5) St-Vital  
                  3) St-Boniface                              6) West Kildonan (Public recreation commission)

### 5.2.4 Museum Boards

"Notwithstanding the other provision of this Act, the St-Boniface Museum board shall continue to supervise the operation of museums for which it was responsible immediately before this Act came into force and shall have the composition and duties provided in this section".

Composition: a) not fewer than two nor more than four members  
of the Community Committee;

b) not fewer than one or more than three citizens.

A majority of the members of the board shall be  
members of the Community Committee.

Duties: The board supervises the operation of museums.

Number: St-Boniface and also Transcona.

#### 5.2.5 Boards of Health

The city is deemed to be the successor of the area municipalities within the local health units of St-Boniface, St-James, St-Vital, Fort-Garry, Kildonan, St-Paul, the City of Winnipeg, and shall recommend the appointment of members of the local health units, provided that before making a recommendation the council first consult with the appropriate Community Committees.

#### 5.2.6 School Boards

There exist ten school divisions in the Metropolitan Winnipeg Area. They do not always coincide with Community Committees' boundaries.

### 5.3 At the city level

#### 5.3.1 Hospital Board

"Notwithstanding any other Act of the Legislature or the rules or by-laws of the hospital, where the city makes a grant towards the capital costs of a hospital, the council shall have the right to appoint two representatives to sit as members of the governing board of the hospital to which the grant was made...".

That will probably also be true for hospitals which are operated by the city itself.

#### 5.3.2 Board(s) of Revision

"Council shall, by by-law, in each year appoint a Board of Revision to revise the assessment rolls and the board shall consist of such number of members, no fewer than three, as the council shall decide".

"Different groups of three members each, so appointed, may act as provided in different parts of the city at the same time".

"Each member of a Board of Revision shall be paid such sum for his services as the council may, by by-law, provide".

The Board of Revision will play the same role with respect to "realty tax roll".

#### 5.3.3 Sinking Fund Trustees

"The moneys collected on levies by way of sinking fund shall be vested in and administered by a board of trustees, who shall be a body corporate under the name of Sinking Fund Trustees of the City of Winnipeg...".

"The corporation referred to (above) shall consist of four trustees, of which the treasurer shall be one. The other three trustees, none of whom shall be a member of council, shall be appointed by the Lieutenant Governor in Council on the recommendation of the council".

#### 5.3.4 Board of Appeal

"There shall be a board of appeal consisting of three or more members of the council to be appointed in each year by resolution of the council" to hear complaints that can be levied against local public improvement plans or the sharing payment of them.

"The board of appeal in respect of such complaints shall have all the powers vested in the board of revision in dealing with appeals from the general assessment roll of the city".

#### 5.3.5 Civic Charities Endorsement Bureau

"The city may from time to time appoint the members and regulate the organization and maintenance of a civic charities bureau, whose duties shall be to examine into the character and bonafides of all charitable concerns seeking aid from the city or residents".

#### 5.3.6 Winnipeg Rivers and Streams Committee

"The council may delegate its authority to persons, no less than three in number, to take care of the land covered by the waters of the Red River or the Assiniboine River within the city or the additional zone that lie on each side of, and adjacent to, either of those rivers at a distance of 350 feet".

### 5.3.7 Winnipeg Parking Authority

"The council may appoint such persons as it considers necessary to carry out the powers delegated by council to the parking authority of the City of Winnipeg".

Delegated powers: the construction, maintenance, control, operation, and management of public parking buildings belonging to the city.

### 5.3.8 Board of Commissioners of Police

"Council, by by-law, may provide for a board of police commissioners consisting of three members of the council and two electors of the city".

Duties: to deal with question of misconduct by any member of the police force;  
to hear a policeman before his dismissal.

### 5.3.9 Highway Traffic Coordination Board

"The council may establish by by-law, a traffic authority to be known as "Winnipeg Traffic Authority" to exercise the powers herein after set forth; and may appoint such persons as it considers necessary to be members of the Winnipeg Traffic Authority".

Duties: control of traffic, experimental regulations to meet emergencies or special conditions, test traffic control devices, prepare and publish traffic studies and reports and carry on educational activities in traffic matters.

### 5.3.10 Municipal Hospital Commission

"The Municipal Hospital Commission of the former City of Winnipeg continues and is restyled "The Municipal Hospital Commission of the City of Winnipeg".

"Notwithstanding any other provision of this Act, the council shall appoint the members of the commission and may delegate power to it to operate and administer hospital owned by the city".

### 5.3.11 Industrial Development Board of Greater Winnipeg

The Industrial Development Board is a private corporation which plays the role of an Economic or Industrial Promotion Department.



The city is represented on the Board of Directors by a number of councillors, plus the mayor (12 in all in 1972). An officer representing the Manitoba Department of Industry and Commerce also sits on the Board of Directors, together with a host of representatives from private enterprises.

The permanent staff is restricted to five persons.

The city votes an annual subsidy of \$150,000 to \$125,000 to the Industrial Development Board.

#### 5.3.12 Others

The following is a list of other bodies which are active within the city's limits.

- a) Greater Winnipeg Safety Council
- b) Advisory Committee on Sewage Facilities
- c) Highway Traffic and Motor Transport Board
- d) Board of Manisphere
- e) Board of Transport Commissioners
- f) Building Commission
- g) Clean Environment Commission
- h) Pension Board
- i) Taxi Cab Board
- j) Winnipeg Housing Authority.



## II Political and administrative structures intervening in urban development

### Introduction

The preceding analysis has given an overall view of the political and administrative structures that exist in the City of Winnipeg.

We now turn our attention to some of those structures, and to some additional ones, in order to describe with much more detail the functions they play in the formulation and execution of policies specifically related to what we have defined as the urban development process.

For the purpose of this section, we have restricted our analysis to three sectors of activities which illustrate the dynamic nature of urban development:

- a) the use of land: metropolitan, urban, area and district planning
- b) the use of land: economic promotion
- c) transportation: urban public transportation, urban highways and freeways, major arterials.

The following analysis attempts to identify and describe the political and administrative structures which happen to intervene in the urban development process at the city, provincial, and federal levels.

## A Urban land use planning

### 1 General

Whether we talk about a) the Greater Winnipeg development plan, b) district plan, c) action area plan, d) subdivision, e) zoning or zoning variances, it is possible, at the outset, to construct a decisional model which is common to all of these matters, in spite of minor and not so minor variations we will underline at appropriate moments in the course of our description:

- a) The City Council has authority on all of these matters;
- b) it exercises its authority through its Committee on Environment, its Commissioner of Environment, and its Department of Environmental Planning;
- c) an application for the enactment, amendment, alteration, repeal or replacement of any of the by-laws dealing with these matters will be addressed to the Commissioner of Environment, and through him, to the Department of Environmental Planning, which is his administrative and expert arm on those questions;
- d) the application will be passed over to the Community Committee(s);
- e) the Community Committee will report to the Standing Committee on Environment;
- f) the Committee on Environment will report to the Executive Policy Committee;
- g) the Executive Policy Committee reports to the Council (it may be final);
- h) the Council will report to the Minister of Urban Affairs when objections have been voiced in the above process;
- i) the Minister of Urban Affairs will approve, reject, or refer the question to the Municipal Board;
- j) the Municipal Board will hold hearings, and reach a decision. Its decision is final.

## 2 At the city level

### 2.1 Council

#### 2.1.1 Metropolitan plan

"The Metropolitan Development Plan, established by by-law 1117, enacted by the Metropolitan Corporation of Greater Winnipeg and approved pursuant to Part IV of the Metropolitan Winnipeg Act, shall be deemed to be the approved Greater Winnipeg Development Plan for the city and the additional zone, until it is amended, altered, repealed or replaced pursuant to this Part".

"The Council may at any time amend, alter, repeal or replace the Greater Winnipeg development plan if such amendment, alteration, repeal or replacement is approved by enacting a Greater Winnipeg Development Plan by law pursuant to this Act".

Before giving the first reading of the by-law, the Council must consult the Community Committee.

After the first and before the second reading, the Council gives public notice of a meeting which is held to hear representations on the proposed by-law.

The hearing falls under the jurisdiction of the Committee on Environment which reports to the Executive Policy Committee.

"On receipt of the report and recommendations (by the Executive Policy Committee), the Council shall decide upon the action to be taken and may without further notice amend the Greater Winnipeg Development Plan... and give second reading to the by-law".

If no objection is filed, the Council may proceed to give third reading to, and finally pass the by-law, without forwarding a copy thereof to the Minister of Urban Affairs and without the approval of the Minister.

Otherwise, the Council shall forward a copy of the Greater Winnipeg development plan by-law to the Minister of Urban Affairs after having

given it second reading, and shall send a registered letter to all persons who made representations before the Committee on Environment stating that they may file an objection with the Minister. The Council will give third reading and finally pass the by-law only after processing objections through the Minister of Urban Affairs and, if necessary, the Municipal Board.

#### 2.1.2 District plan

"After the coming into force of this Act, as soon as it is practicable, the Council shall cause to be prepared and approved under this Part, district plans for each district in the city and the additional zone".

"The Downtown Winnipeg Plan established by by-law 1554, enacted by the Metropolitan Corporation of Greater Winnipeg, and approved pursuant to Part IV of the Metropolitan Winnipeg Act, is deemed to be the approved district plan for the district defined for it until it is amended, altered, repealed, or replaced pursuant to this Part".

Before reaching a final decision on any by-law which amends, alters, repeals, or replaces a district plan, including the Downtown Winnipeg Plan, the Council will have to follow the procedure we have described in our section 2.1.1 on the Metropolitan Plan: consultation with the Community Committees, hearing session by the Committee on Environment, review by the Executive Policy Committee, the Minister of Urban Affairs, and the Municipal Board.

#### 2.1.3 Action area plan

"The Council shall prepare an action area plan for each action area identified in the Greater Winnipeg Development Plan". The Council may at any time amend, alter, repeal, or replace any action area plan.

Before giving the first reading of a by-law which establishes, amends, alters, repeals, or replaces any action area plan by-law, the Council has to consult the Community Committee(s) in which an action area plan is located, or the Committee on Environment if the action area plan is located in the additional zone.



After the first and before the second reading, the Council gives public notice of a meeting which is held to hear representations on the proposed by-law.

The hearing is the responsibility of the Community Committee(s) in which an action area plan is located, or under the jurisdiction of the Committee of Environment when the action area plan is located in the additional zone. In any case, the Committee on Environment reports to the Executive Policy Committee.

"The Council may accept, reject or modify any recommendation of the Executive Policy Committee... and may give second reading to the action area by-law..."

When no objection was filed, the procedure outlined in our subsection 2.1.1 is followed.

#### 2.1.4 Zoning

"The Council may enact by-laws having force in the city and the additional zone, or in any area or areas in either the city or the additional zone, or both..." to prohibit certain uses of land and to regulate certain uses of land.

Before reaching a final decision on any application for the enactment of a zoning by-law, the Council will have to follow the procedure described in our subsection 2.1.3.

#### 2.1.5 Development control

"The Council may enact by-laws to designate an area or areas in the city to be an area or areas of development control, but it or they must be located in a district with respect to which there is an approved district plan under this Part".

Before reaching a final decision on any by-law which establishes, amends, alters, repeals, or replaces a development control area designation by-law, the Council will have to follow the procedure described in our subsection 2.1.1.

#### 2.1.6 Development permission

"The Council may grant development permission for a temporary period or indefinitely, and either conditionally or unconditionally".

Before reaching a final decision on any application for the enactment of a development permission, the Council must follow the procedure described in our subsection 2.1.3.

#### 2.1.7 Subdivision of land

"...the Council may enact by-laws, having force in both or either the city and the additional zone, or in parts of both or either the city and additional zone with respect to

- a) plans of subdivisions of areas of land...
- b) requirements with which persons establishing and developing, or proposing to establish and develop, a subdivision of an area of land shall comply.

Any application for a subdivision plan is addressed to the Commissioner of Environment which reports to the Committee on Environment.

When this latter committee approves a subdivision plan, it reports to the Executive Policy Committee.

The Executive Policy Committee reports to the Council.

The Council may accept, modify, or reject the recommendation of the Executive Policy Committee.

When the Committee on Environment has rejected an application for subdivision approval, the applicant may appeal to the Council against the committee's decision.

The Council considers the appeal and makes a decision. Council's order is final and binding on all persons, and is not subject to appeal. (See outline of Development Procedures under the New City of Winnipeg Act, 1972, City of Winnipeg.)

## 2.2 Community Committees

### 2.2.1 Metropolitan plan

The Community Committees must be consulted before the first reading of a by-law which amends, alters, repeals, or replaces the Greater Winnipeg Development Plan.

### 2.2.2 District plan

The Community Committee(s) involved in a district plan must be consulted before the first reading of a by-law which amends, alters, repeals, or replaces any district plans, including the Downtown Winnipeg Plan.

### 2.2.3 Action area plan

The Community Committee(s) in which an action area plan is located must be consulted before the first reading of any by-law which establishes, amends, alters, repeals, or replaces any action area plan.

The Community Committee(s) is responsible for the hearings which must be held on a by-law which establishes, amends, alters, repeals, or replaces any action area plan.

The Community Committee's report and recommendations shall be forwarded to the Committee on Environment.

### 2.2.4 Zoning and development permission

Any application for the enactment of a zoning or a development designation area by-law which could affect land located within a Community Committee's boundaries will be referred to the Community Committee after having been received by the Commissioner of Environment.

The Community Committee shall hold a meeting to receive representations from any person who wishes to make them in respect of the application or the proposed zoning development area designation by-law.

The Community Committee's report and recommendations, following the hearing session, shall be forwarded to the Committee on Environment.

#### 2.2.5 Zoning variance

The Committee on Environment will refer any application for a zoning variance to a Community Committee if the matter is within Community Committee jurisdiction, that is if:

- a) the intent and purpose of the Greater Winnipeg Development Plan, the zoning by-law and any relevant provision of a district plan and action area plan are maintained;
- b) the amenity and convenience of adjoining lands and of the adjacent area will not be adversely affected by the variance;
- c) the variance granted is one that will require the least modification of the prescribed regulation and the minimum variance that will accomplish the purpose.

On receipt of an application for a zoning variance, the Community Committee shall hold a meeting to receive the objections of the applicant and every other person who desires to make representations.

On completion of the meeting, the Community Committee shall make an order stating:

- a) that the application is rejected; or
- b) that the application for variance is upheld, and that the application of the by-law to the applicant is altered as stated in the order.

#### 2.2.6 Development control

The Community Committees must be consulted before the first reading of any by-law which establishes, amends, alters, repeals, or replaces a development control area designation by-law.

2.2.7 Two copies of any application for the approval of a subdivision will be sent to the relevant Community Committee by the Commissioner of Environment in order to receive its views of the proposal as it affects its interests.

## 2.3 Committee on Environment

### 2.3.1 Metropolitan plan

The Committee on Environment is responsible for the hearings which must be held on a by-law which amends, alters, repeals, or replaces the Greater Winnipeg Development Plan.

The committee considers the representations and makes its recommendations to the Executive Policy Committee.

### 2.3.2 District plan

The Committee on Environment is responsible for the hearings which must be held on a by-law which amends, alters, repeals, or replaces any district plan, including the Downtown Winnipeg Plan.

The committee considers the representations and makes its recommendations to the Executive Policy Committee.

### 2.3.3 Action area plan

The Committee on Environment will designate the Community Committee which will be responsible for the hearings which must be held on a by-law which establishes, amends, alters, repeals, or replaces any action area plan.

However, the Committee on Environment will play that limited role only when the action area plan by-law is located in two or more communities.

The Committee on Environment receives the Community Committee's report and recommendations, makes its own recommendations, and reports to the Executive Policy Committee.

"Where the proposed action area plan or amendment, alteration, repeal or replacement of it affects lands which are located in whole or in part in the additional zone, the Committee on Environment shall conduct the meeting" that is under the responsibility of the Community Committee when the action area plan is located within the City of Winnipeg.

The committee considers the representation and makes its recommendations to the Executive Policy Committee.

#### 2.3.4 Zoning and development permission

Any application for the enactment of a zoning or a development area designation by-law which could affect land located in the additional zone will be referred to the Committee on Environment after having been received by the Commissioner of Environment.

The Committee on Environment will designate the Community Committee which will be responsible for the hearings which must be held on any application for the enactment of a zoning or a development area designation by-law.

However, the Committee on Environment will play that limited role only when the application affects land which is located in two or more communities.

The Committee on Environment receives the Community Committee's report and recommendations, makes its own recommendations, and reports to the Executive Policy Committee.

When the application affects land located in the additional zone, the Committee on Environment will be responsible for the hearings which must be held to receive representations.

The Committee on Environment considers the representations and makes its recommendations to the Executive Policy Committee.

#### 2.3.5 Zoning variance

- a) After having received from the Commissioner of Environment an application for a zoning variance, the Committee on Environment considers the application, and if in the Committee's



opinion, the matter falls within the jurisdiction of a Community Committee (see our subsection 2.2.5 for details), instructs the Commissioner of Environment to send the application and documents to the relevant Community Committee.

On receipt of the application, the Community Committee holds a meeting and makes a decision.

The applicant or any person may appeal to the Committee on Environment against the decision of the Community Committee.

The Committee on Environment may either accept or dismiss the appeal.

Its decision is final and binding on the city and all persons.

- b) If the Committee on Environment deems that the matter is not within Community Committee jurisdiction (see our subsection 2.2.5 for details), the application for a zoning variance is refused.

The applicant has no recourse.

- c) If the application for a zoning variance is in respect of land in the additional zone, the Committee on Environment shall hold a meeting to receive the objections of the applicant and every other person who desires to make representations.

On completion of the meeting, the Committee on Environment shall make an order stating:

- i) that the application is rejected; or
- ii) that the application for variance is upheld, and that the application of the by-law to the applicant is altered as stated in the order.

The decision of the Committee on Environment is final and binding on the city and all persons.

- d) Any owners of parcels of land adjoining the land for which a variance has been granted by the Commissioner of Environment may appeal to the Committee on Environment against the decision.

The Committee on Environment holds a meeting and on completion of the meeting shall make an order stating:

- i) that the appeal is rejected; or
- ii) that the appeal is upheld, and that it is altered as stated in the order.

The decision of the committee is final and binding on the city and all persons.

#### 2.3.6 Development control

The Committee on Environment is responsible for the hearings which must be held on any by-law which establishes, amends, alters, repeals, or replaces a development control area designation by-law.

The committee makes its recommendations to the Executive Policy Committee.

#### 2.3.7 Subdivision

Any application for the approval of a subdivision plan will be channelled to the Committee on Environment by the Commissioner of Environment.

In the case where the Committee recommends approval of a subdivision plan, the recommendation is forwarded to the Executive Policy Committee.

In the case where the Committee rejects an application for subdivision approval, the applicant may appeal to the Council against the Committee's decision.

### 2.4 Executive Policy Committee

#### 2.4.1 Metropolitan plan

The Executive Policy Committee receives the report of the Committee on Environment as well as its recommendations following the public

hearing session held to hear representations with respect to a proposed by-law which amends, alters, repeals, or replaces the Greater Winnipeg Development Plan.

The committee makes its own recommendations, and reports to the Council.

#### 2.4.2 District plan

The Executive Policy Committee receives the report of the Committee on Environment as well as its recommendations, following the public hearing session held to hear representations with respect to a proposed by-law which amends, alters, repeals, or replaces any district plan, including the Downtown Winnipeg Plan.

The committee makes its own recommendations and reports to the Council.

#### 2.4.3 Action area plan

The Executive Policy Committee receives the report of the Committee on Environment as well as its recommendations, following the public hearing session held by the Community Committee or by the Committee on Environment to hear representations with respect to a proposed by-law which establishes, amends, alters, repeals, or replaces an action area plan, whether it is located within the City of Winnipeg or in the additional zone.

The committee makes its own recommendations and reports to the Council.

#### 2.4.4 Zoning and development permission

The Executive Policy Committee receives the report and recommendations of the Committee on Environment, the report having been written following the public hearing held by the Community Committee or Committee on Environment to hear representations with respect to any application for the enactment of a zoning or a development area designation by-law.

The committee makes its own recommendations and reports to the Council.

#### 2.4.5. Development control

The Executive Policy Committee receives the report of the Committee on Environment as well as its recommendations following the public hearing session held to hear representations with respect to any proposed by-law which establishes, amends, alters, repeals, or replaces a development control area designation by-law.

The committee makes its own recommendations, and reports to the Council.

#### 2.4.6 Subdivision of land

The Executive Policy Committee receives the report and the recommendations of the Committee on Environment on any approval of a subdivision plan by the Committee.

The Executive Policy Committee makes its own recommendations, and reports to the Council.

### 2.5 Commissioner of Environment

#### 2.5.1 Zoning and development permission

An application for the enactment of a zoning or a development area designation by-law shall be addressed to the Commissioner of Environment.

The Commissioner forwards the application, the documents, and his recommendations to the Community Committee which could be affected by the application.

The Commissioner forwards the application, the documents, and his recommendations to the Committee on Environment if the zoning or the development area designation by-law might affect the additional zone.

### 2.5.2 Zoning variance

- a) An application for a zoning variance shall be addressed to the Commissioner of Environment.

The Commissioner forwards forwards the application, the documents, and his recommendations to the Committee on Environment for consideration.

- b) "The Council may authorize the Commissioner of Environment, in his discretion, to grant variances on the dimensions of any required grant, rear, or side yard; provided that the Commissioner of Environment shall have regard to the Greater Winnipeg Development Plan, the zoning by-law and any relevant provision of a district plan and action area plan".

### 2.5.3 Subdivision of land

An application for the approval of a subdivision plan shall be addressed to the Commissioner of Environment.

The Commissioner sends copies of the plan to various departments which send back to the Commissioner their vision of the proposal as it affects their respective interests.

On receipt of the replies, the Commissioner of Environment prepares a recommendation to the Committee on Environment relating to the proposal.

## 2.6 Department of Environmental Planning

### 2.6.1 Its place on the organizational chart of the city

The Commissioner of Environment is responsible for housing, urban renewal, pollution regulation and control, health and social development.

Through the Commissioner of Environment, the planning branch is responsible to the Committee on Environment. The planning branch is

also related to the Community Committees in terms of joint consultation on matters of zoning, subdivisions, preparation of district and action area plans.

In summary, the Department of Environmental Planning (its new name) is the administrative or expert arm of the Committee on Environment, the Community Committees, and the Commissioner on Environment.

#### 2.6.2 Its organizational chart

The Department of Environmental Planning is organized in such a way that it can give advice on short-run as well as long range projects which deal with the use and re-use of land in the city and in the additional zone.

See Fig. 5 for the organizational chart of the Department of Environmental Planning.

The department consists of: a director  
a deputy director  
three divisions  
thirteen branches  
seventy sections.

The building inspections division is a technical division responsible for permits and building inspection.

The development control division is responsible for subdivision and zoning plans.

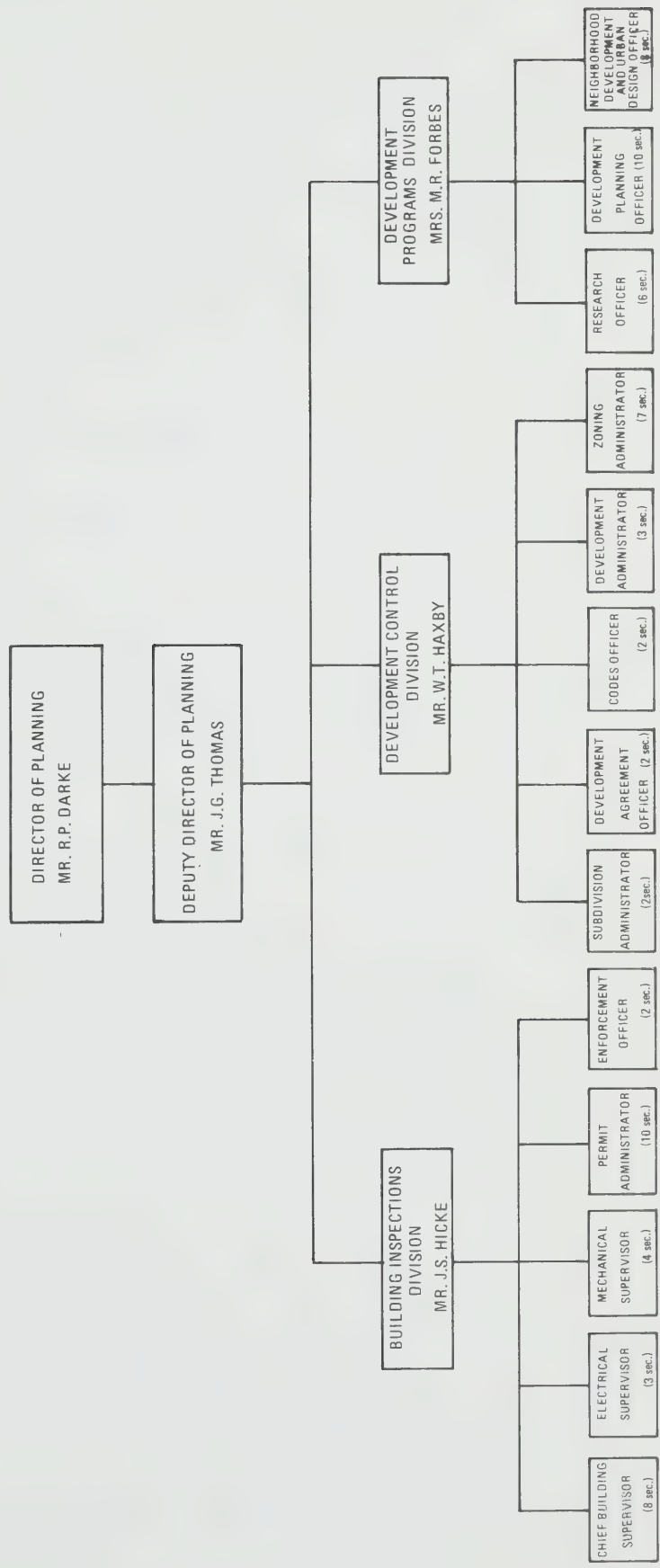
The development programs division deals with matters related to research, long-range planning, and current development.

Two remarks about the organizational of the Department of Environment Planning:

- a) there is no division, branch, or section responsible for public housing; the department is willing to leave public housing to the provincial government;
- b) there is no division, branch, or section responsible for the urban transportation sector; this field is under the authority of the Works and Operations Department.



Figure 5  
CITY OF WINNIPEG  
DEPARTMENT OF ENVIRONMENTAL PLANNING



Three sections are under the joint supervision of The Research and The Neighborhood Branches

### 2.6.3 Budget and personnel

The budget administered by the department is approximately \$2 million a year.

The building inspections division has the largest staff with 90 persons.

The development control division is the second largest with 41 persons.

Together, these two technical divisions comprise around three quarters of the staff of the department.

The development programs division is composed of 36 persons.

### 2.6.4 Relationships

No formal relationships with the municipal planning services at the provincial level, whether it is the Department of Urban Affairs or the Department of Municipal Affairs.

At the regional level, the City of Winnipeg is responsible for an "additional zone" and Winnipeg planners are working closely with the municipalities in these zones to have them adopt some kind of land use planning.

The department is in the process of developing new relationships with the Community Committees and the Residents Advisory Groups through a Neighborhood Improvement Program (amendment to the National Housing Act, Bill C-133) which has been adopted recently by the Council.

## 2.7 Other intervenants

Copies of any application for the approval of a subdivision will be sent by the Commissioner of Environment to the following bodies:

- the City of Winnipeg Hydro, or the Manitoba Hydro
- the Manitoba Telephone System
- the Greater Winnipeg Gas Co.
- the relevant School Division
- the Central Mortgage and Housing Corporation

in order to receive their views of the proposal as it affects their respective interests.

More generally, the Commissioner of Environment and the Department of Environmental Planning will entertain relationships with all the services which are related to extension of services and utilities when a major development arises.

## 2.8 Resident advisory groups

The Resident Advisory Groups may intervene in the process of land use planning at the city level through their respective Community Committee.

A new program, the "Neighborhood Improvement Program" may open up a more institutionalized way of intervention to the Resident Advisory Groups in the near future.

## 2.9 Industrial and economical promotion: Industrial Development Board of Greater Winnipeg

The City of Winnipeg does not have a department responsible for its economic or industrial promotion.

The Council makes an annual subsidy of \$175,000 to a non-profit Corporation, having a provincial charter, to take care of its economic promotion. Hence, the Industrial Development Board of Greater Winnipeg is a kind of advisory committee to the Council.

As has been noted earlier, members of Council are generally well represented on the board of directors: 9 councillors plus the mayor, for the year 1973-1974.

One top administrative official from the Department of Industry and Commerce, one from the Manitoba Hydro, one from the Manitoba

Development Corporation, and one from the Greater Winnipeg Gas Co., also sit on the Board of Directors.

The other members of the Board of Directors are from the private sector of the economy (21).

The territory over which the Industrial Development Board exercises its activities is not limited to the City of Winnipeg.

Its sectors of activities are also not restricted. The Board is interested in the promotion of industries, services, and commerce in the region.

From our interview, it is clear that the Board agrees entirely with the concept of the Downtown Development Plan and the Convention Centre.

The Board did not take a particular stand on the Railway Relocation Study, the Winnipeg Area Transportation Study (WATS), or on the Regional Shopping Centre Concept.

Instead of talking about the Board's projects for the future, our informant insisted on the maintenance of a favorable climate for investors as the Board's primary role. 70% of the Board's concern is with businessmen who want to expand. 30% of the Board's efforts are devoted to attracting new investors. In any case, the Board will hand out basic information by indicating people to be met at the administrative or political level and by bridging the gap between investors and people from financial institutions.

### 3 At the provincial level

#### 3.1 Department of Urban Affairs

##### 3.1.1 General presentation

The Department of Urban Affairs was established by provincial legislation.

Its establishment coincided with the passage of the City of Winnipeg Act, on July 27, 1971.

Before the establishment of the New Department, municipal and urban affairs for the entire province were dealt with by the Department of Urban Development and Municipal Affairs. The name of that Ministry has been changed to the Department of Municipal Affairs.

This change, together with the creation of the Department of Urban Affairs, can be described as the outcome of a specializing process at the provincial level on municipal matters.

##### 3.1.2 Functions and duties

One of the major functions of the Department of Urban Affairs is to be "responsible for administering the City of Winnipeg Act and for co-ordinating and seeking to improve the performance of the provincial government as a whole in its relationship with the Greater Winnipeg region" (19).

The General Manual of Administration of the Department of Urban Affairs 11. D. 19 Supplement - Department of Urban Affairs - March, 1973, states under the title "Functions and other duties":

"3- Designs, directs and evaluates on-going research into the efficiency and effectiveness of the City of Winnipeg Act and makes recommendations for appropriate revisions: advises with respect to co-ordination of government-assisted research into urban affairs".

---

(19) Urban Affairs, A publication of the Department of Urban Affairs, Manitoba Deputy Minister, Andrew Currie, Editor: R. H. Kent, Vol. 1, Feb. 1973, no. 1.

### 3.2 Its functions with respect to land use planning

#### 3.2.1 Metropolitan plan

Where objections have been filed and persons have appeared at the meeting held by the Committee on Environment in opposition to the Greater Winnipeg development plan by-law, the Council shall forward a copy of the by-law to the Minister of Urban Affairs after having given it second reading:

- a) where the Minister receives no written objection, he may, in writing, approve the by-law;
- b) where the Minister receives an objection, he may approve or reject the by-law or refer the objection to the Municipal Board for its decision thereon.

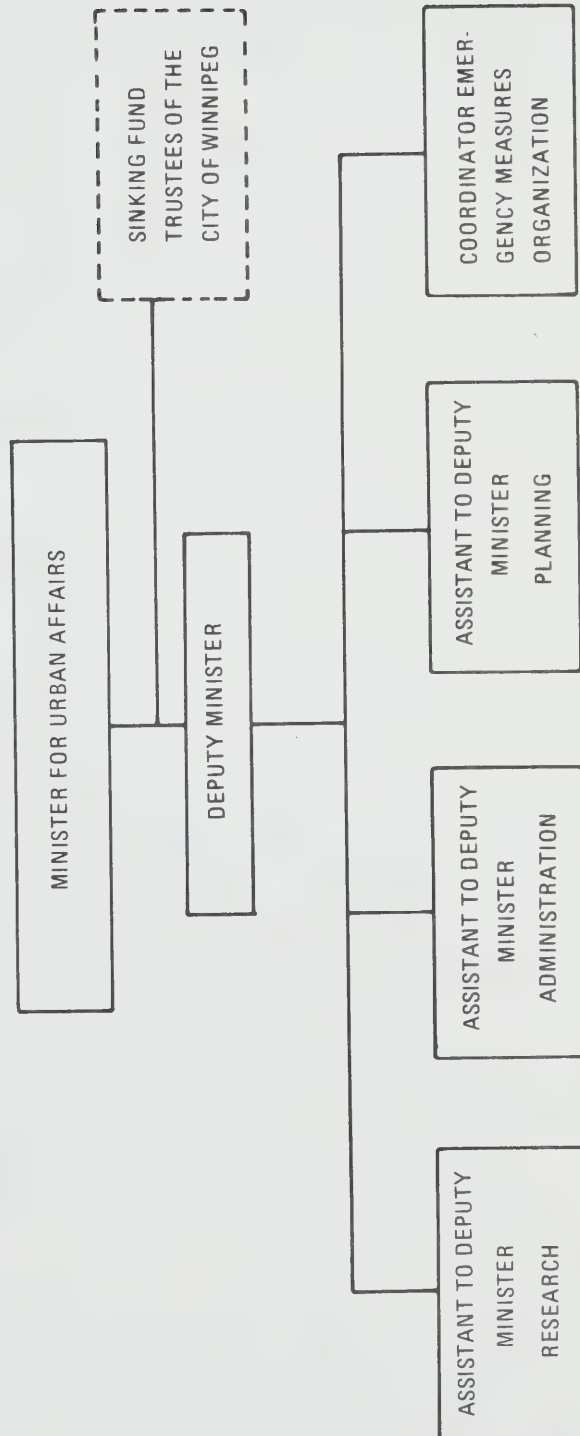
Our informants told us that the Minister will usually, if not always, follow the latter path, that is, to refer the objection to the Municipal Board for its decision. However, a study undertaken by the Department of Urban Affairs has indicated that the division between Ministerial Approval of a by-law or referral to the Municipal Board is generally fifty-fifty.



Figure 6

MANITOBA GOVERNMENT

DEPARTMENT OF URBAN AFFAIRS : SUPERVISION OF THE WINNIPEG REGION



### 3.2.2 District plan

Where objections have been filed and persons have appeared at the meeting held by the Committee on Environment in opposition to any district plan by-law, including a Downtown Winnipeg Plan by-law, the Council shall forward a copy of the by-law to the Minister of Urban Affairs after having given it second reading.

As was the case in our subsection 3.1.2.1, the Minister may approve, reject, or refer the question to the Municipal Board.

### 3.2.3 Action area plan

When objections have been filed and persons have appeared at the meeting held by the Community Committee or by the Committee on Environment in opposition to an action area by-law, the Council shall forward a copy of the by-law to the Minister of Urban Affairs after having given it second reading.

As was the case in our subsection 3.1.2.1, the Minister may approve, reject, or transfer the question to the Municipal Board.

### 3.2.4 Zoning and development permission

When objections have been filed and persons have appeared at the meeting held by the Community Committee or by the Committee on Environment in opposition to an application for the enactment of a zoning or a development area designation by-law, the Council shall forward a copy of the by-law to the Minister of Urban Affairs after having given it second reading.

As was the case in our subsection 3.1.2.1, the Minister may approve, reject, or transfer the question to the Municipal Board.

### 3.2.5 Development control

When objections have been filed and persons have appeared at the meeting held by the Committee on Environment in opposition to a development control area designation by-law, the Council shall forward a copy of the by-law to the Minister of Urban Affairs after having given it second reading.

As was the case in our subsection 3.1.2.1, the Minister may approve, reject, or transfer the question to the Municipal Board.

### 3.3 Municipal Board

#### 3.3.1 General presentation

The Municipal Board is established by a provincial law, S.M., 1959, (2nd Sess.), C.41, S.1.

The Lieutenant Governor in Council appoints all the members of the Board (no less than three).

The Board may benefit, from time to time from appointed experts and from government services or departments.

Functions with respect to local financial matters "Where, by the Municipal Act or any other Act of the Legislature, a local authority (municipalities and school districts) is required to have the authorization of the Board to borrow money, or to do any work, or to enter into any agreement, application for the desired authorization shall be made to the Board after the first and before the second reading of the by-law respecting the borrowing, work, or agreement and, in cases where the assent of the ratepayers or electors is required, before the by-law is submitted to the ratepayers or electors".

In addition to its functions with regard to financial matters, the Municipal Board plays a role in land use matters. Its role is well defined by the City of Winnipeg Act to which we now turn our attention.

### 3.4 Municipal Board: its functions with respect to land use planning

#### 3.4.1 Metropolitan plan

Where objections have been filed and persons have appeared at the

meeting held by the Committee on Environment in opposition to the Greater Winnipeg development plan by-law, and where the Minister of Urban Affairs has decided to refer the matter to the Municipal Board for its decision, the Board shall hold a hearing session.

- a) The Board may reject the objections. The Minister conforms with the final decision of the Board.
- b) Where the Board asks the Council to amend its by-law, the Council shall cause the by-law to be amended to conform with the decision of the Board: the Council amends its by-law to the satisfaction of the Board, and the Board issues a final decision.

#### 3.4.2 District plan

Where objections have been filed and persons have appeared at the meeting held by the Committee on Environment in opposition to any district plan by-law, including a Downtown Winnipeg Plan by-law, and where the Minister of Urban Affairs has decided to refer the matter to the Municipal Board for its decision, the Board shall hold a hearing session.

As was the case in our subsection 3.2.2.1, the Board may reject the objections, or ask the Council to amend its by-law. Here again the Board has the final word.

#### 3.4.3 Action area plan

Where objections have been filed and persons have appeared at the meeting held by the Community Committee or the Committee on Environment in opposition to an action area by-law, and where the Minister of Urban Affairs has decided to refer the matter to the Municipal Board for its decision, the Board shall hold a hearing session.

As was the case in our subsection 3.2.2.1, the Board may reject the objections, or ask the Council to amend its by-law. Here again the Board's decision is binding.

#### 3.4.4 Zoning and development permission

Where objections have been filed and persons have appeared at the meeting held by the Community Committee or the Committee on Environment in opposition to a zoning or a development designation area by-law, and where the Minister of Urban Affairs has decided to refer the question to the Municipal Board for its decision, the Board shall hold a hearing session.

As was the case in our subsection 3.2.2.1, the Board may reject the objections, or ask the Council to amend its by-law. Here again the Board's decision is binding

#### 3.4.5 Development control

Where objections have been filed and persons have appeared at the meeting held by the Committee on Environment in opposition to a development control area designation by-law, and where the Minister of Urban Affairs has decided to refer the matter to the Municipal Board for its decision, the Board shall hold a hearing session.

As was the case in our subsection 3.2.2.1, the Board may reject the objections, or ask the Council to amend its by-law. Here again the Board's decision is binding.

### 3.5 Department of Municipal Affairs

#### 3.5.1 General presentation

As has been mentioned earlier, the kind of specialization that is established in the province of Manitoba in municipal affairs has accelerated a traditional tendency for the Department of Municipal Affairs to be responsible for various local matters outside the

City of Winnipeg through its assessment branch, its municipal budget and finance branch, its local government district branch (semi-organized areas), and through its planning branch.

### 3.5.2 Its functions with respect to land use planning

"The Planning Act" (S.M. 1964 (1st Sess.), C.39, S.1) still governs the provincial planning assistance to municipalities outside the City of Winnipeg through the planning branch of the Department of Municipal Affairs.

One of the programs of the planning branch is the provision of planning services to municipalities upon request, for example, the planning branch of the Department of Municipal Affairs is currently advising the various municipalities of Winnipeg's "additional zone".

Even if the peripheral municipalities are not legally authorized to adopt plans for the part of their municipal territory which is located in the "additional zone", it is obvious that there exists some kind of interaction between the land use planning actions initiated at the City of Winnipeg level and at the municipal level.

## 3.6 Urban Affairs Cabinet Committee

The role of the Urban Affairs Committee of Cabinet is to:

- a) advise the Minister for Urban Affairs with respect to urban policies, programs and legislation;
- b) provide for regular liaison between the Provincial Cabinet and the Official Delegation of the City of Winnipeg.

## 3.7 Interdepartmental Co-ordinating Committee on Urban Affairs

"The Urban Affairs Cabinet Committee, at a meeting on December 4, 1971, approved the establishment of an Interdepartmental Co-ordinating Committee on Urban Affairs".



Membership: Deputy Minister of Urban Affairs, plus three of his assistants. One representative from the following provincial departments (director, assistant deputy minister, or deputy minister): Finance, Education, Mines, Resources and Environmental Management, Industry and Commerce, Agriculture, Consumer, Corporate and Internal Services, Colleges and Universities Affairs, Public Works, Highways, Municipal Affairs, Tourism, Recreation and Cultural Affairs, Health and Social Development. One representative from the Planning and Priorities Committee of Cabinet. One representative from the Management Committee of Cabinet.

Functions:

- a) to assist the Urban Affairs Ministry, and the Urban Affairs Cabinet Committee, in the development of informed and coherent policies and responses with respect to urban communities;
- b) to enable all Provincial Departments to develop their own policies, programs and responses to the urban communities in the context of complete knowledge and understanding of the Province's total involvement in urban affairs.

Meetings: The entire membership of the Committee meets infrequently. Generally, individuals attend ad hoc meetings on subjects of direct concern to them, and participate in special task forces on occasion.

### 3.8 Manitoba Housing and Renewal Corporation

Although MHRC has not been active in public housing in the past year, it has been the sole initiator of public housing in Winnipeg and rural Manitoba.

The general agreement that seems to exist at various levels of government for a major governmental involvement in land banking may open up new perspectives for the Manitoba Housing and Renewal

Corporation, unless the Planning and Priorities Committee of Cabinet decides otherwise, that is, to use another provincial body to get into the field of land banking.

### 3.9 Planning and Priorities Committee of Cabinet and other provincial administrators of political structures intervening in the field of land use planning

The least we can say, on the basis of our reading of volume 3 of Guidelines for the Seventies, and on the basis of our interviews, is that the provincial government, whether through its Planning and Priorities Committee of Cabinet or any other means, is pretty much involved in the research, formulation, and eventually, implementation of solutions to urban problems such as those identified in volume 3 of Guidelines for the Seventies.

"The White Paper contemplated a new style and type of provincial-urban relationship based on co-operation between two strong political structures" (20).

The creation of the Department of Urban Affairs, the Urban Affairs Cabinet Committee, the Interdepartmental Co-ordinating Committee, the Planning and Priorities Committee itself, are obvious indices of a provincial will to be an active partner, if not a custodian, in what is happening in the Winnipeg region.

What we can gather from volume 3 of Guidelines for the Seventies tells us that the provincial government will no longer be absent from any attempt to rationalize the use of land in the Winnipeg region. It is possible that the provincial government may become the initiator of land use planning processes in the region.

"Both the City and the Province are in the process of evaluating the range of alternatives and options that are available to direct Winnipeg's future" (21).

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(20) Guidelines for the Seventies, Regional Perspectives, Vol. 3, The Province of Manitoba, March 1973, p. 18.

(21) Idem, p. 19.

#### 4 At the federal level: the Ministry of State for Urban Affairs

##### 4.1 Mandate

Part of the Ministry's mandate is "the formulation and development of policies for implementation through measures within fields of federal jurisdiction in respect of the fostering of cooperative relationships in respect of urban affairs with the provinces and through them, their municipalities and with the public and with private organizations" (22).

##### 4.2 Winnipeg Tri-level Committee

In this respect the Winnipeg Tri-level Committee was established in Winnipeg during the summer of 1972.

###### 4.2.1 Purpose of the Winnipeg Tri-level Committee

Its main purpose is to provide continuous discussion on matters of common urban concern between city, provincial and federal officials.

###### 4.2.2 Membership

The present membership (end of 1973) is the following:

- |           |   |
|-----------|---|
| City:     | Chief Commissioner,<br>Commissioner of Environment and Finance  |
| Province: | Deputy Minister of the Ministry of Urban Affairs. His assistant (sec. of the Tri-level Committee). One official from the Planning and Priorities Committee of Cabinet   |
| Federal:  | Assistant Secretary of the Ministry of State for Urban Affairs (Coordination). Regional Coordinator of the Prairies for the M.S.U.A., Provincial Manager of C.M.H.C. in Manitoba, Tri-level Coordinator for Manitoba. |

###### 4.2.3 Meetings

Monthly.

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(22) Proclamation June 30, 1971.

#### 4.2.4 Functions

The Tri-level Committee discusses, studies, coordinates, recommends and supports matters related to improving the urban environment.

Examples or types of activities:

- a) The Ministry has assisted in financing the study on railway relocation and is still involved in that ongoing process.
- b) The Ministry has expressed its willingness to contribute to the study of the feasibility of establishing an Indian and Metis Community Centre and "village" in the City of Winnipeg, known as Neeginan.

The project was initiated by Neeginan (Manitoba) Incorporated, a coalition of 21 native organizations in Winnipeg, that is a registered non-profit corporation.

The concept will have two physical components: one being a community services centre housing a wide range of activities and services, accommodations, training facilities, recreation amenities..., in which native people can participate and draw reinforcement from their own people; the other one being a public housing component which, with other accommodation scattered relatively near the community centre, will make up the village.

- c) The Ministry jointly with the City and the Province is supporting an urban management training and services study of the City of Winnipeg's structures and employment needs. This study which is to be carried out in one year with a \$20,000 budget is the first phase of an organization development program for the City of Winnipeg.

## B Urban transportation

### 1 At the city level

#### 1.1 Standing Committee on Works and Operations

Before Unicity there existed a semi-autonomous commission which was responsible for major arterials, highways, and urban public transportation.

Today, the whole question is under the responsibility of the Committee on Works and Operations.

#### 1.2 Department of Works and Operations

The Committee on Works and Operations relies on an administrative staff to carry out its duties with regard to the formulation of transportation policies.

The Department of Works and Operations is responsible for matters which are sometimes remote from transportation (see Fig. 7).

Within the sector of transportation as such, it is organized in such a way that it can advise the Committee on Works and Operations on short term projects as well as on long range programs (see Fig. 8).

#### 1.3 Standing Committee on Environment

The Committee on Environment is logically involved with transportation policies or projects stemming from the Committee on Works and Operations because of the close relationships that exist between physical and social planning and transportation planning.

Figure 7 CITY OF WINNIPEG

# WORKS & OPERATIONS ORGANIZATION CHART

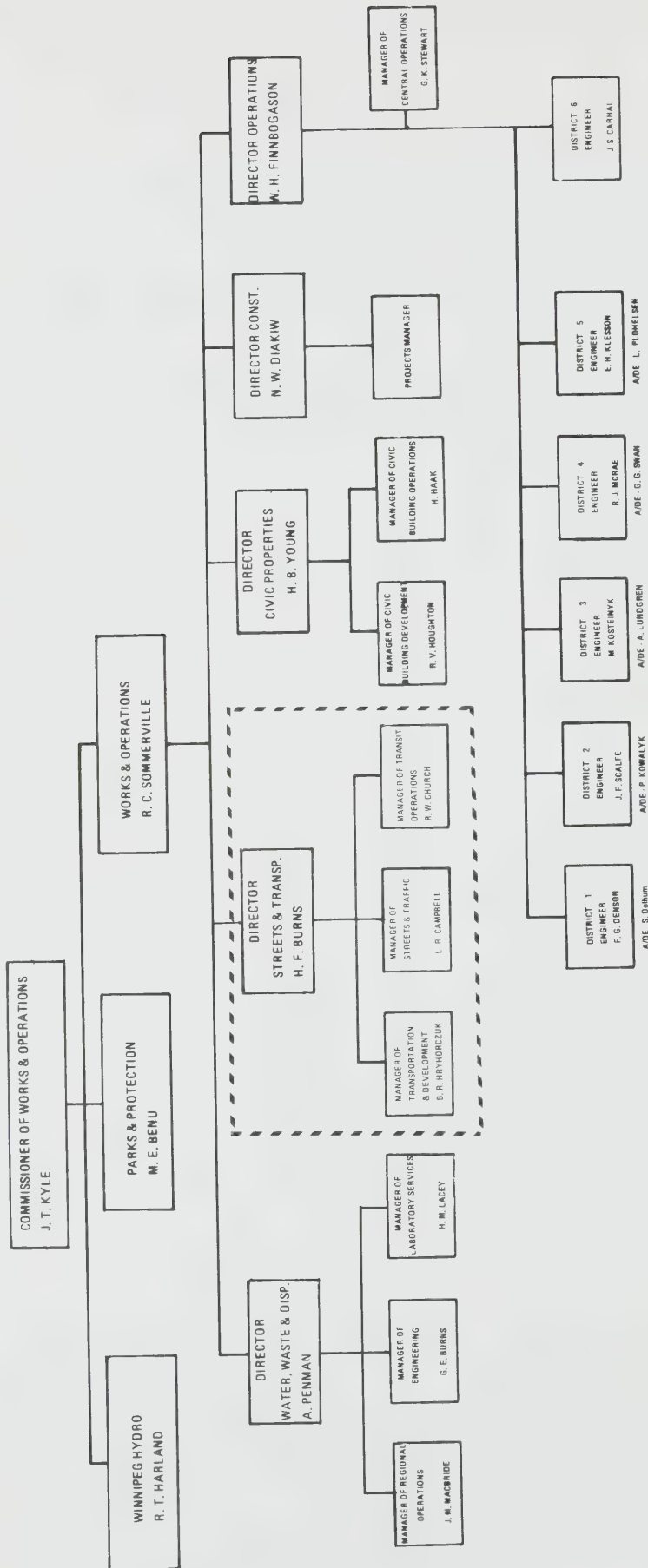
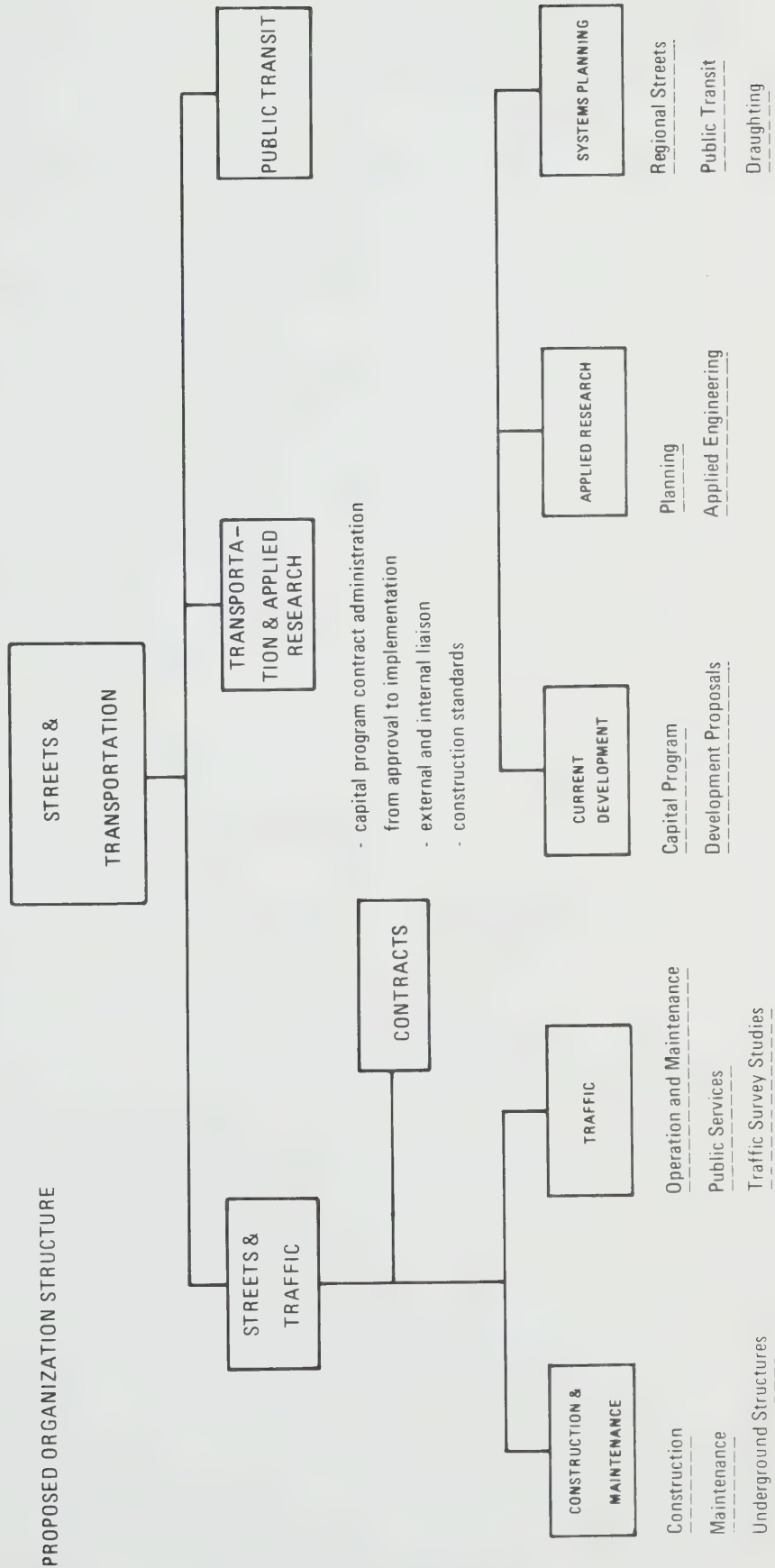




Figure 8

CITY OF WINNIPEG

DEPARTMENT OF WORKS & OPERATIONS STREETS & TRANSPORTATION DIRECTION



#### 1.4 Executive Policy Committee

At the time of this research, the Winnipeg Executive Policy Committee was discussing guidelines on transportation policies it intended to propose to Council for adoption. Policies on transportation had previously been adopted by Council on July 18, 1973.

Those guidelines and policies will, when finally adopted, constitute the transportation policy of the City because the Winnipeg Area Transportation Study has never been adopted as such by the Council. The emphasis of the guidelines is on public transportation as opposed to freeways.

## 2 At the provincial level

### 2.1 General

From what we gathered in our interview, it appears that the provincial government perceives the whole transportation question in the following way. There have been few studies until now concerning the whole problem of transportation in the Winnipeg region. An existing study, the Winnipeg Area Transportation Study which was prepared in 1968 by the Metropolitan Corporation of Greater Winnipeg, has never been adopted.

### 2.2 Department of Highways and Department of Public Works

At the provincial level, the Department of Highways is responsible for giving staff approval to the Cabinet either for or against participation in a cost sharing of new construction of regional arterials:

- the City decides what it wants to do and makes a budget for it;
- it contacts the province;
- if the province agrees, after having asked staff approval, it will share the cost (half and half) with the City for arterials and highways;
- it will give operating subsidies for urban public transit;
- if the province disagrees, the City can proceed but must accept full funding responsibility.

When the purchase or selling of provincial lands is under discussion (enlargement of roads or bridges demanded by the City), consultation with the Department of Public Works is necessary.

### 2.3 Planning and Priorities Committee of Cabinet and others

Since the last election, and the publication of Volume 3 of Guidelines for the Seventies, it is expected that the provincial government will be much more likely to help the City on urban public transit than to provide assistance for highways building.

The province is in the process of investigating the whole sector of transportation (similarity with land use planning) in order to reach an agreement whereby the City and the Province can act together.

## Conclusion

In the first part of our monograph we described the distinguishing features of the City of Winnipeg's latest political and administrative re-organization which attempted to create a balance between the centralization of services and the decentralization of political processes.

The City of Winnipeg Act states quite explicitly the functions and duties of the various political structures: City Council, Standing Committees, Executive Policy Committee, and Community Committees. With regard to the administrative structures, we had to rely for most of our description on interviews with various people who were engaged in the process of reviewing various aspects of Winnipeg's administrative apparatus at the City as well as at Community levels. We have tried in our monograph to grasp what was firmly established without ignoring administrative changes which are presently being formulated or implemented.

The second part of our monograph consists of a description of various bodies which play a role in the formulation and execution of policies related to urban development. Use of the term urban development refers to land use planning, industrial promotion, and urban transportation activities.

Unlike the first part, our second part described provincial and federal structures in addition to local and metropolitan ones. We have emphasized the intervention in the process of urban development of one or another level of government in order to indicate points of potential change within our description of the political and administrative structures intervening in the Winnipeg region as of November, 1973.





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